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ABSTRACT

The California Postsecondary Education Commission was instructed to hire an independent consultant to do a study comparing the size, growth, and cost of administration of the California State University (CSU) and similar institutions. Background information on the project, prepared by the Commission staff, introduces the report. The independent consultants' executive summary and final report, comprising the bulk of this document, concludes that: (1) CSU's ratios of administrators to faculty, staff, and students were generally lower than those of selected comparison universities; (2) total non-faculty staffing was comparable; (3) at both CSU and selected comparison institutions, the growth rate of administrative positions has exceeded the growth rates for faculty and staff positions and student enrollment between 1982 and 1987; and (4) CSU devoted a smaller share of its general fund operating budget to administrative salaries than in comparison institutions. Five appendices include information on the Management Personnel Plan, methodology for selecting comparison schools, comparison schools background information, summary of major accreditations of CSU and comparison campuses, and advisory committee members. (SM)

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SIZE, GROWTH, AND COST OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

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A Report Prepared by
Price Waterhouse
and MGT Consultants
for the

CALIFORNIA POSTSECONDARY
EDUCATION COMMISSION

Summary

Supplemental Language to the 1987 Budget Act directed that the California Postsecondary Education Commission "cause a study to be done" by hiring an independent consultant to examine the size, growth, and cost of administration at the California State University in comparison with that of similar institutions.

This two-part document responds to that legislative directive. The opening pages, prepared by Commission staff, explain the background of the study. The rest of the document, prepared by Price Waterhouse and MGT Consultants, is their final report as the independent consultants who were selected by the Commission to conduct the study.

Regarding the size, growth, and cost of the State University's administration, the consultants conclude that:

- As of 1987, the State University's ratios of administrators to faculty, staff, and students were generally lower than those of selected comparison institutions, largely reflecting differences between the State University and those institutions in categorizing administrators.
- Total non-faculty staffing (including administrative positions) per 1,000 full-time-equivalent students at the State University was comparable to that in selected comparison institutions.
- At both the State University and selected comparison institutions, the growth rate of administrative positions has exceeded the growth rates for faculty and staff positions and student enrollment between Fall 1982 and Fall 1987.
- The State University devoted a smaller share of its General Fund operating budget to administrative salaries than was the case in the comparison institutions surveyed, largely reflecting the difference in categorizing administrators noted above.

The Commission discussed the consultants' report at its meeting on February 8, 1988, but Price Waterhouse and MGT Consultants are solely responsible for their report.

Additional copies of this document may be obtained from the Library of the Commission at (916) 322-8031. Further information about the Commission's role in responding to the Legislature's directive may be obtained from Murray Haberman of the Commission staff at (916) 322-8001. Information about the consultants' report may be obtained from Kevin Bacon, project director and senior manager for Price Waterhouse, at (916) 441-2370.

SIZE, GROWTH, AND COST OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

A Report Prepared
by Price Waterhouse
and MGT Consultants
for the California Postsecondary
Education Commission

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985

COMMISSION REPORT 88-7
PUBLISHED FEBRUARY 1988

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Background on the Price Waterhouse and MGT Consultants Study

IN 1983-84, the California State University implemented a Management Personnel Plan in which it arranged 242 campus-level and systemwide administrative personnel classifications into four broad personnel categories. Since then, the number of budgeted General Fund positions in these categories has increased notably -- particularly during the 1984-85 and 1985-86 fiscal years.

Recently, the Legislature raised several questions regarding the size, growth, and cost of State University administration. The Legislative Analyst's 1987-88 ***Analysis of the Budget Bill*** suggested several factors that may have accounted for this growth, including: (1) new and expanded programs; (2) the restructuring of position classifications; (3) the reclassification of positions; and (4) the systemwide and campus administrative establishment of positions. The Analyst then recommended:

> That the Legislature adopt supplemental report language directing the CSU to require campuses to obtain approval from the Chancellor's Office prior to transferring any position into the Management Personnel Plan by means of position reclassification;
>
> That the Legislature adopt supplemental report language directing the CSU to submit a report annually to the Department of Finance and the Joint Legislative Budget Committee on positions in the Management Personnel Plan which are established administratively during the year; and
>
> That the Legislature adopt supplemental report language directing the CSU to require that any upward reclassification of positions between Administrator I, II, III, IV be subject to prior approval by the Chancellor's Office.

The Legislature adopted those recommendations during its 1987 session and then added the following Supplementary Language to the 1987 Budget Act:

> California Postsecondary Education Commission (CPEC)
>
> 1. Administration. The California Postsecondary Education Commission is directed to cause a study to be done on the size and growth of the administration of the CSU and comparing the size and growth with those of similar institutions. CPEC shall utilize an independent consultant experienced in such matters in higher education to collect the relevant data and to prepare the report. In developing the request for proposals for this study, CPEC will consult with, and take into consideration, the concerns of the CSU, the CFA, the Office of the Legislative Analyst and the Department of Finance. The cost of this study will not exceed $200,000 to be provided by the CSU. The study will be transmitted to the Chairs of the respective fiscal committees and the Joint Legislative Budget Committee by March 1, 1988.

Development of the Commission's Request for Proposals

To fulfill the directive of the Supplemental Language that the Commission take into consideration the concerns of the State University, the California Faculty Association, the Office of the Legislative Analyst, and the Department of Finance in developing its request for proposals, Commission staff established an advisory committee consisting of the following members:

Karen Farber, Assistant Vice Chancellor
for Faculty and Staff Affairs
The California State University

Jacob Samit
Assistant Vice Chancellor for Employee Relations
The California State University

Louis Messner, Assistant Vice Chancellor
for Budget Planning and Administration
The California State University

James Landreth, Vice President for Business Affairs
California State Polytechnic University,
San Luis Obispo

Steven Montgomery
Director of Personnel and Employee Relations
California State University, Northridge

Ethan Singer
Associate Vice President for Academic Affairs
San Diego State University

Toby Osos (Designee for Karen Farber)
Coordinator, Personnel Services
The California State University

Paul Worthman
Associate General Manager
California Faculty Association

Marilyn Cundiff-Gee, Program Budget Analyst
California Department of Finance

Chuck Lieberman, Program Analyst
Office of the Legislative Analyst

Glee Johnson, Consultant
Senate Minority Fiscal Committee

William Whiteneck, Consultant
Senate Education Committee

William Furry, Minority Consultant
Assembly Ways and Means Committee

Curtis Richards, Consultant
Assembly Subcommittee on Higher Education

Paul Holmes, Consultant
Senate Finance Committee

Pamela Spratlen, Consultant
Assembly Ways and Means Committee

Murray J. Haberman (*Chair and Project Liaison*)
Postsecondary Education Specialist
California Postsecondary Education Commission

This advisory committee helped Commission staff formulate the general scope of the study and develop the responsibilities and performance requirements expected of the contractor. For example, the committee suggested that the study include at a minimum:

1. The identification of a complete and well-defined set of administrative job titles and functions that would facilitate meaningful comparisons between the California State University and similar institutions;
2. The development of a mechanism for the collection of comprehensive data regarding these administrative positions such as interviews and questionnnaire surveys; and
3. The development of a list of institutions that would facilitate meaningful comparisons, such as large, medium, small; or rural and urban.

The advisory committee also requested that the study address several research questions, including but not limited to:

1. How are administrative positions defined by the State University and by other institutions studied? Is the definition of administration at the State University, as defined in its Management Personnel Plan, comparable to that of the other institutions studied? If not, what accounts for the differences? How does the State University, in its definition of administration, differ from other institutions studied, and what if any, conclusions can be drawn from the comparison?
2. What are the ratios of administration to support services, administration to faculty, and administration to students, at the State University? How do these ratios compare to the other institutions studied? How are these ratios defined?
3. Is the size of the administration of the State University comparable to that of other institutions studied when appropriate factors such as size, organization, complexity, role, mission, etc., are adjusted for or taken into account?
4. What percentage of the State University's budget is expended for administrative salaries, and how does this compare to other institutions studied?
5. Has the administration of the State University grown at a rate comparable to growth rates in other institutions studied? What factors account for the recent growth of the administration of the State University? What criteria are used to define this growth: people, positions, full-time equivalen-

cy, staff, etc.? How much of this growth is attributed to new or expanded programs, the restructuring of position classifications, the reclassification of existing positions, the administrative establishment of positions, and/or other factors? Are the factors that have contributed to the growth in administration at the State University comparable to those factors at similar institutions?

The Commission is indebted to the members of the advisory committee for their assistance on the project.

Submission and evaluation of proposals

The Commission sent its Request for Proposals to some 35 prospective vendors throughout the United States and received nine proposals in response. Because Commission staff thought that the advisory committee should have an opportunity to comment on those proposals, it provided a copy of all nine to each member for the purpose of commentary only, and not for the purpose of evaluation or ranking.

Commission staff then convened an internal staff evaluation committee to rank the responses of each bidder, using the Proposal Rating Form, in accordance with the criteria outlined in the Request for Proposal, including:

1. A thorough understanding of the problem;
2. The applicability of the study's conceptual framework to State policy development;
3. A complete and thorough response to the chief performance requirements as discussed in the request for proposals;
4. Sufficient experience and stability of the firm bidding;
5. Experience in conducting studies in higher education;
6. Sufficient experience and expertise on the part of the contracting staff; and
7. The effective use of resources.

The staff committee also took into account comments by members of the advisory committee regarding the strengths and weaknesses of the proposals.

In the unanimous judgment of the staff evaluation committee, the proposal submitted by Price Waterhouse, in conjunction with MGT of America, Inc., responded best to the criteria outlined in the Request for Proposals, and Price Waterhouse/MGT was selected to conduct the study.

Conduct of the study

Staff of Price Waterhouse and MGT consulted regularly with the Commission's project director and held several meetings with members of the advisory committee in order to refine interview, data collection, and survey techniques, and to keep them apprised of the study's progress. Price Waterhouse and MGT also prepared written progress reports on the study for both Commission staff and the advisory committee. However, the consultants were solely responsible for the conduct, analysis, and findings of the study. A comprehensive discussion about the methodology they employed can be found in Appendix 2 of their report.

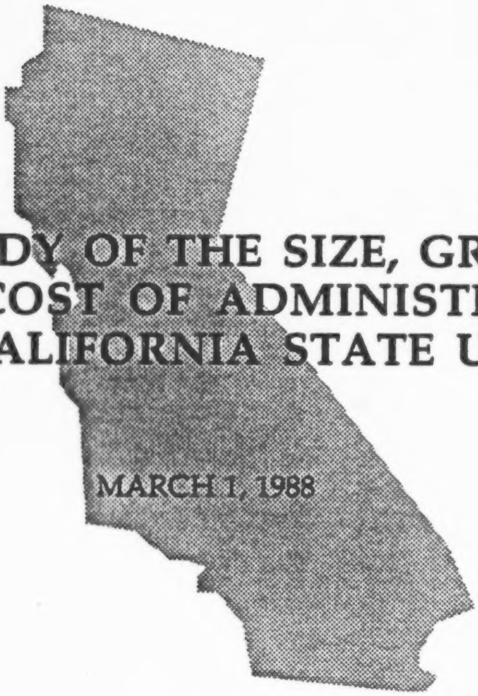
The Commission wishes to acknowledge the work of the staff members of Price Waterhouse and MGT who were involved in the conduct of the study:

Price Waterhouse

Stephen Powlesland, Project Partner
Kevin Bacon, Project Director and Senior Manager
Denise Arend, Manager
Julio Massad, Senior Consultant
Susan Glenn, Consultant

MGT of America, Inc.

Kent Caruthers, Executive Vice President
Steve McArthur, Executive Vice President for Management Services
Stan Anderson, Regional Vice President
Ann Boynton, Consultant
Barbara Brown, Consultant
Tessa David, Consultant



A STUDY OF THE SIZE, GROWTH, AND COST OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

MARCH 1, 1988

Prepared by
Price Waterhouse and MGT Consultants
For the California Postsecondary Education Commission

Price Waterhouse and MGT Consultants

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STUDY OF THE SIZE, GROWTH, AND COST OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

BACKGROUND

In recent years, concerns have been expressed to the California Legislature about the growth in administrative staffing at the California State University. Facts concerning the exact extent of this growth and its causes have not been clearly understood nor confirmed in the annual legislative budget process. As a result, the Legislature directed the California Postsecondary Education Commission to engage a consultant to conduct a study on the size and growth of administration in CSU. The Commission issued a Request for Proposals inviting qualified consultants to design a study that would answer the following questions:

1. How are administrative positions defined at CSU and how does this definition compare to that used by comparable institutions?

2. What is the ratio of administrative positions to support service and instructional staff and the ratio of administrative staff to students at CSU and comparison institutions?

3. Is the size of the administrative function at CSU comparable to that in other institutions, after adjustments are made for size, mission, and organizational structure?

4. What percentage of the CSU budget is expended for administrative salaries and how does this compare to other institutions studied?

5. How has the growth rate of the administrative staffing of CSU in recent years compared to that in other similar institutions?

CPEC selected the combined team of Price Waterhouse and MGT Consultants to perform the study. This Executive Summary provides an overview of the study methodology and findings.

METHODOLOGY

In designing and carrying out the study, Price Waterhouse and MGT faced a number of complex methodological issues. To assist the consultants in addressing these issues, CPEC created a Project Advisory Committee comprised of representatives from the Chancellor's Office, selected CSU campuses and the California Faculty Association, as well as staff from the Legislative Analyst's Office, the Department of.Finance, the Senate Education Committee, the Senate Fiscal Committee, the Assembly Education Committee and CPEC. The Advisory Committee met five times during the project to react to the consultant's proposed work plan, data gathering procedures and preliminary findings.

The consultants' work plan featured two primary data collection activities to gain information upon which to base findings about the size and growth of administration. First, Price Waterhouse and MGT collected extensive staffing information about each CSU campus and the central office from centrally maintained data bases. The primary source of data on the number and cost of administrative positions was the State Controller's Personnel Information Management System (PIMS), the system used to prepare the CSU payroll. Second, the consultants conducted site visits at selected comparison institutions and system offices to collect data about size and growth of administration elsewhere and to understand other universities' definitions of administration. Site visits were also made to 12 CSU campuses and the Chancellor's Office.

The consultants selected the period between 1982 and 1987 to serve as the basis for measuring growth. This period was chosen since it encompassed the time during which the Management Personnel Plan (MPP) and collective bargaining were implemented at CSU. As a result, the before and after scenarios could be assessed. Information for each year in this period was collected about CSU; only the beginning and ending years were used for collecting data from the comparison universities and system offices.

Two fundamental issues that had to be resolved early in the study concerned:

- The definition of "administration" for use in the study; and
- The basis for selecting comparison institutions from which to collect data.

Both topics had the potential to affect the ultimate findings of the study. As such, they received significant attention from members of the Advisory Committee, particularly representatives from the California State University and the California Faculty Association.

Definition of Administration

After considering the suggestions of the Advisory Committee, Price Waterhouse and MGT adopted the following definition of administration:

> All position classifications reported by each university and college to the Federal Equal Employment Opportunity Commission (EEOC) as :
>
> > Executive, Administrative, and Managerial (EEO 1)
> > and
> > Professional Non-Faculty (EEO 3) except those positions occupied by persons who provide services directly to students, such as counselors, financial aid advisors, librarians, etc.

Price Waterhouse and MGT believe that this definition includes essentially all positions that correspond to the Legislature's concern about administrative size and growth. Further, this definition was more easily understandable and facilitated data collection by comparison institutions than other alternative definitions. A complete list of the job classifications at CSU that meet this definition is contained in Appendix III - 1 to Chapter III of the report.

The most important caution about this definition for the reader to note is that it is not a perfect match to those positions included in the CSU Management Personnel Plan. Some MPP positions are excluded from this definition (primarily supervisory support staff) and several non-MPP positions are included (primarily non-faculty professional staff). As a result, the Price Waterhouse and MGT findings are not directly comparable to those from earlier studies by the Legislative Analyst and others.

The Selection of Comparison Institutions

The major challenge in selecting comparison universities and systems was to identify institutions that had reasonably similar administrative requirements to those facing the CSU campuses. Price Waterhouse and MGT developed selection criteria that took into account such factors as size, mission, and state-level structures for governing higher education. Through this process, the consultants identified 103 universities and 22 systems as candidates for becoming comparison institutions. After receiving review, comment and further suggestions from the Advisory Committee, Price Waterhouse and MGT selected 23 universities and 8 system offices in 11 states to visit. Site visits were conducted between November 15 and December 15. All but one university accepted our invitation to participate in the study; a similar university in the same state was then selected as a substitute. Usable statistical data was received from 19 of the 23 campuses and 7 of the 8 system offices in time for inclusion in this report. The comparison institutions and systems are listed below.

Comparison Institutions

State	Carnegie Institution	Classification
North Carolina	Western Carolina University *	Comp. I
Louisiana	McNeese State *	Comp. I
Florida	University of West Florida	Comp. I
Nebraska	Kearney State University	Comp. I
Wisconsin	University of Wisconsin - LaCrosse	Comp. I
Connecticut	Southern Connecticut University	Comp. I
Wisconsin	University of Wisconsin - Eau Claire	Comp. I
North Carolina	University of North Carolina - Charlotte	Comp. I
New York	SUNY College - Buffalo	Comp. I
Connecticut	Central Connecticut University	Comp. I
Minnesota	Mankato State University	Comp. I
New York	SUNY College - Albany	Res. II
New York	CUNY City College	Comp. I
Florida	University of Central Florida	Comp. I

New York	CUNY Hunter College	Comp. I
Wisconsin	University of Wisconsin - Milwaukee **	Doc. I
Tennessee	Memphis State University	Comp. I
Florida	University of South Florida *	Doc. I
Texas	Southwest Texas State University	Comp. I
Georgia	Georgia State University	Doc. I
Texas	University of Texas - Arlington	Doc. I
Illinois	Illinois State University - Normal	Doc. II
Louisiana	University of Southwestern Louisiana	Comp. I

* Data excluded from report due to unavailability of '87 information
** Survey data received too late for inclusion in this report.

Comparison Systems

State System
New York (SUNY)
New York (CUNY)
Wisconsin
Florida
North Carolina
Louisiana
Minnesota*
Connecticut

*Survey data received too late for inclusion in this report.

To provide some perspective on the comparison institutions used in this study, it may be useful to briefly review some of the key characteristics of that group:

- All institutions and systems were state supported.

- All campuses were part of multi-campus systems.

- All but four of the comparison institutions with data used in this report were classified as "Comprehensive Universities I" by the Carnegie Foundation, the same classification of educational mission as is applied to the 19 CSU campuses.

- The combined FTE student enrollment of the 19 comparison institutions analyzed in this report was 223,478 in fall 1987 compared to a 253,370 budgeted FTE at CSU.

The reader should also be aware that the institutions selected for the comparison group are not identical to the list of institutions used for faculty salary surveys conducted by the California Postsecondary Education Commission. The issues under consideration in this study dictated the selection of institutions based on different criteria than those useful for faculty salary comparisons. The inclusion or exclusion of particular institutions in this study implies no opinion on the part of either Price Waterhouse or MGT Consultants as to the utility of using such institutions for faculty salary comparison studies.

Finally, the comparative ratios and other descriptive statistics presented in this summary and in the full report should not, in the opinion of Price Waterhouse and MGT Consultants, be used to answer the question of whether the current number of administrative positions at CSU is adequate to perform its mission. That question is beyond the scope of this project. Developing an answer to such a question would require a different and far more detailed study of CSU operations and management than was possible in this project. The fact that a given ratio of administrators to some other quantity (such as, students or faculty) at CSU differs from that at comparison institutions should not be taken as conclusive proof that CSU is "over" or "under-administered." Rather, the ratios and other statistics should be interpreted primarily as indicators of the trends in the size and growth of administration within the CSU system and at comparison institutions.

FINDINGS REGARDING THE DEFINITION OF ADMINISTRATION AT OTHER INSTITUTIONS AND THE COMPARABILITY OF MPP

As expected, we found no universally accepted definition of "administration" among all the institutions visited. Essentially, we found a unique definition of administration at each institution or system. There was general agreement that the definition of what constitutes administrative positions must be shaped to meet the specific questions that give rise to each particular study of this kind.

We also asked the comparison institutions for information about the pay/personnel plans they use for supervisors, managers, and executives so we could determine if the CSU Management Personnel Plan (MPP) was comparable to plans in the comparison institutions. Although MPP is similar in concept to some personnel programs in other institutions surveyed, it is fundamentally unique. While many of the features of MPP are found in pay/personnel plans that apply to top level positions in other institutions, none of the other surveyed institutions placed as broad a range of positions (from Supervising Groundsworker I to Vice President) in a single pay/personnel plan as is the case with MPP.

FINDINGS CONCERNING THE RATIOS OF ADMINISTRATIVE POSITIONS TO STUDENTS, FACULTY, AND SUPPORT STAFF AT THE CALIFORNIA STATE UNIVERSITY

To answer this question we first calculated the number of administrative positions at CSU based on data derived from the State Controller's Personnel Management Information System (PIMS) used to prepare the CSU payroll and the list of CSU job classifications that met our project definition of administration. Using the same data sources, we calculated the number of faculty and staff positions. All of these statistics applied to General Fund supported positions only. Finally, we requested data from the Chancellor's Office on the number of students enrolled at CSU based on both a Full Time Equivalent (FTE) and a Fall Headcount basis. Using this information, we found the following ratios as of October 31, 1987. (For each ratio, the appropriate exhibit from Chapter III of the report is referenced for the reader who desires additional detail.)

- The mean ratio of administrative positions per 1,000 student FTE for the 19 campuses taken as a whole was 9.20 per 1,000 FTE. (Exhibit III-5)

- The mean ratio of administrative positions per 1,000 student headcount for the 19 campuses taken as a whole was 6.80 per 1,000 headcount. (Exhibit III-6)

- The mean ratio of administrative positions per 100 faculty positions for the 19 campuses taken as a whole was 15.38 per 100 faculty. (Exhibit III-8)

- The mean ratio of administrative positions per 100 non-faculty staff for the 19 campuses taken as a whole was 15.45 per 100 staff. (Exhibit III-9)

For each of these ratios there was substantial variation between campuses in the CSU system. Additionally, the data indicate consistently higher ratios at the smaller campuses than at the larger campuses, apparently reflecting some economies of scale in the operation of larger campuses

FINDINGS REGARDING THE RELATIVE SIZE OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

Information concerning the size and growth of administration within CSU came from several sources. Statistical information about the number of administrative positions and amount of administrative salaries came from the State Controller's PIMS payroll system. In response to a request from Price Waterhouse and MGT, the Chancellor's Office provided October 31st "snapshot" information from the payroll system for each year from 1982 through 1987 for each campus concerning the equivalent number of full-time:

- Administrative positions
- Faculty positions
- Staff positions (all other positions)

For administrative positions, a further breakout was provided to enable analysis of administrative staffing in twelve functional areas (for example, information services, external relations, etc.). (See Exhibit III - 10 in Chapter III) Also, for the administrative positions, CSU provided October payroll costs for each included job classification for each year.

In addition to October 31 payroll information for the six years, Price Waterhouse and MGT requested and received data from CSU concerning fall headcount enrollment, FTE enrollment and total general fund expenditures for each year. This information was used to calculate both absolute growth rates and indexed growth rates (for instance, administrators per 1,000 students) across the five year period. To supplement the statistical analysis of administrative growth within CSU, study team members conducted site visits to 12 CSU campuses and the Chancellor's Office. The purpose of the site visits was to verify the statistical information and to inquire about reasons for changes in administrative staffing.

Growth at CSU

Based on our project definition of administration, the number of administrative positions at CSU grew by 18.6% between October 31, 1982 and October 31, 1987. This reflected a growth of 400 positions, as the total number of administrative positions for the system as a whole grew from 2,148 to 2,548. This growth primarily occurred at the 19 campuses rather than at the Chancellor's Office and other systemwide offices. The 19 campuses registered a 20.3% increase in the number of administrative positions while the Chancellor's Office showed a 3.0% increase over the five year period. (See Exhibit III-2) It should be noted that the 3.0% increase in positions reported by the Chancellor's Office was among the lowest reported increases for the seven system offices surveyed during the project. (See Exhibit IV-16)

There was wide variation in the rate of growth in the number of administrative positions reported by the 19 campuses. Illustrative of this variation is the fact that the 19 campus median percentage change in the number of administrators was 21.2%. Put simply, this means that eight of the 19 campuses had growth in the number of administrative positions that exceeded 21.2% and eight had a lower percentage change. (See Exhibit IV-5).

This 18.6% growth in the number of administrative positions was greater than the growth in FTE student enrollment (5.1%), headcount enrollment (8.5%), faculty positions (4.3%), or non-faculty, non-administrative staff (3.5%). (See Exhibits IV-1, IV-3).

Comparison of Growth at CSU and Surveyed Institutions

Comparisons between the size of administration at CSU and the other institutions and systems were made using five ratios:

1. Administrative Positions per 1,000 Headcount Students
2. Administrative Positions per 1,000 FTE Students
3. Administrative Positions per 100 Faculty
4. Administrative Positions per 100 Staff
5. Administrative Salaries as a percent of total General Fund Spending

In making inter-institutional comparisons, the consultants felt that ratio analysis was more appropriate than comparison of absolute numbers due to differences in size, funding levels and other factors. Based on these ratios, Fall 1987 administrative staffing ratios appeared somewhat lower at CSU than at the comparison universities, as seen in Exhibit ES-1.

After further evaluation, described in Chapters IV and V, we found that the size of administration at CSU is generally comparable to the institutions surveyed. We reached this conclusion based, in part, on an analysis of total non-faculty staffing at CSU and the comparison institutions which showed very similar ratios of total non-faculty staff (including administrators) to FTE enrollment at the two groups of institutions. (See Chapter V, Exhibit V-2)

Exhibit ES - 1

Comparison of Administrative Staffing Ratios
Fall 1987

	19 CSU Campuses	Comparison Institutions	
Administrative Positions per 1,000 Student Headcount Enrollment (Exh. IV-11) Median ratio:	7.3	9.3	N = 16
Administrative Positions per 1,000 Student FTE Enrollment (Exh. IV-10) Median ratio:	9.0	12.3	N = 16
Administrative Positions per 100 Faculty Positions (Exh. IV-12) Median ratio:	16.4	23.1	N = 15
Administrative Positions per 100 Non-Faculty Staff Positions (Exh. IV-13) Median ratio:	14.0	20.4	N = 15
Administrative Salaries as a Percentage of General Fund Spending (Exh. IV-3,4) Median ratio:	6.9	10.1	N = 17

FINDINGS CONCERNING THE PERCENTAGE OF THE BUDGET THAT IS EXPENDED FOR ADMINISTRATIVE SALARIES AT CSU AND THE COMPARISON INSTITUTIONS

For both the CSU system and the comparison institutions we collected information about the cost of administrative salaries and the total state support budget. The total state support budget was calculated after excluding capital outlay funds, federal grants, research funds, enterprise operations, and other non-state funding sources except for student fees and tuition. The data on administrative salaries did not include the cost of retirement contributions , fringe benefits, employment related taxes or other indirect compensation costs. Our findings for the Fall of 1987 can be summarized as follows:

Exhibit ES - 2
Administrative Salaries as a Percentage of Budget
Fall 1987

Summary Statistic: (1987)	19 CSU Campuses	17 Comparison Campuses
Median	6.9%	10.1%
Simple Mean	7.4%	10.8%
Weighted Mean (Weighted by dollar costs)	6.9%	11.1%

(Source: Exhibits IV - 3, IV - 4)

By all of the measures shown in Exhibit ES-2, CSU reports a lower percentage of budget devoted to administrative salaries than do the 17 comparison institutions for which this information was available. While the differences between the percentages reported by the CSU and comparison institutions are large (ranging between 32% and 38%) these differences merely reflect the fact that the comparison group also reports administrative positions to be a similarly larger proportion of the total non-faculty staff. Since a larger portion of total non-faculty staff at the comparison institutions are reported to be in administrative positions, it follows that the salaries of those positions will represent a larger share of the budget than is the case at the CSU.

As a result, the difference between these percentages should not be interpreted to mean that CSU administrative salaries are "under-funded" relative to the comparison institutions.

We also examined the growth in mean administrative salary costs per administrative position at CSU and the comparison institutions. We found that for the 19 CSU campuses as a whole, the mean salary cost per administrative position increased 37.9% between fall 1982 and fall 1987. (See Exhibit III-2 in Chapter III) The mean increase for the 13 comparison institutions for which complete salary data was available for the two years was 30.9%. (Calculated from data contained in Exhibits IV-2 and IV-4.) (No effort was made to examine whether the variation in the average increase in mean salary cost per administrative position reflected differences in market conditions or regional variations in the increase in the cost of living.)

FINDINGS ON THE GROWTH OF ADMINISTRATION AT CSU

The Price Waterhouse and MGT analysis of the growth rate of administration in the California State University also is based on the use of the five ratios. The analysis is two-fold:

- Computation of the percentage changes in the values of the ratios for CSU campuses between 1982 and 1987.
- Comparison of the percentage changes in ratio values for CSU campuses and for comparison universities.

The latter comparisons permit an assessment of whether changes in CSU administrative levels reflect changes in administrative staffing that are occurring at other universities nationally or are unique to California.

Exhibit ES-3 summarizes the growth rates for administrative staffing in CSU during the most recent five year period. On each of the five measures, the level of administrative staffing has grown faster than the index measures. The growth rate varies somewhat across the measures, but , in all but one case, is between 6% and 12%.

The second analysis of growth rates considers whether the CSU administration is growing faster than the rate for similar institutions. Exhibit ES-4 presents the median five-year growth rates for each of the five ratios. CSU administration appears to have grown faster than the administrative structures elsewhere in relation to student FTE and the number of faculty, but is comparable in relation to student enrollment and lower with respect to non-faculty staff and salary as a percentage of budget.

Exhibit ES - 3

Change in Administrative Staffing Ratios at the California State University (19 Campuses)

	Fall 1982	Fall 1987	Percentage Change
Administrative Positions per 1,000 Student Headcount Enrollment (Exh. IV-11) Median ratio:	6.6	7.3	10.6%
Administrative Positions per 1,000 Student FTE Enrollment (Exh. IV-10) Median ratio:	8.1	9.0	11.1%
Administrative Positions per 100 Faculty Positions (Exh. IV-12) Median ratio:	13.6	16.6	22.1%
Administrative Positions per 100 Non-Faculty Staff Positions (Exh. IV-13) Median ratio:	13.6	15.2	11.8%
Administrative Salaries as a Percentage of General Fund Spending (Exh. IV-15) Median ratio:	6.5	6.9	6.2%

Note: Percentage change measures the change in the median ratio between 1982 and 1987.

Exhibit ES - 4

Comparison of Percentage Changes in Administrative Staffing Ratios
Fall 1982 to 1987

	19 CSU Campuses % Change in Ratio	Comparison Institutions % Change in Ratio	
Administrative Positions per 1,000 Student Headcount Enrollment (Exh. IV-11) Median % of change in ratio:	10.0%	10.3%	N = 16
Administrative Positions per 1,000 Student FTE Enrollment (Exh. IV-10) Median % of change in ratio:	14.2%	12.4%	N = 16
Administrative Positions per 100 Faculty Positions (Exh. IV-12) Median % of change in ratio:	13.6%	7.5%	N = 15
Administrative Positions per 100 Non-Faculty Staff Positions (Exh. IV-13) Median % of change in ratio:	10.5%	12.8%	N = 15
Administrative Salaries as a Percentage of General Fund Spending (Exh. IV-15) Median % of change in ratio:	6.0%	8.3%	N = 13

Note: This exhibit displays the median % change in ratios for CSU and comparison campuses.
Exhibit ES - 2 displays the % change in median ratios for CSU.

SUMMARY OF FINDINGS

Price Waterhouse and MGT found that, during the five year period between 1982 and 1987, CSU's administration grew faster than the corresponding growth in faculty, staff and student enrollment. Using this project's definition of administration, the number of administrative positions at CSU grew 18.6% between the fall of 1982 and the fall of 1987 (19 campuses and systemwide offices). CSU's system and campus management attribute a significant portion of this growth to one-time changes caused by their response to the implementation of collective bargaining and the conversion to the Management Personnel Plan. They also attributed growth to various types of non-enrollment related workload changes including:

- Increased need for campus level administrative staff to manage a recent increase in capital outlay projects.
- Increased need for administrative staff to manage improved and expanded students services, admissions, and student affirmative action programs.
- Increased need for administrative staff to provide improved computer systems support for the educational program. The computer aided design (CAD) project at San Luis Obispo was one example of this.
- Increased need for administrative staff to respond to external changes such as deregulation of the telecommunications system, new hazardous materials handling regulations, and new tax law reporting requirements.
- Increased need for administrative staff to improve university development programs and external fund raising operations.

During the same five-year period, the median growth rate for comparison universities' administration was also higher than the growth in student enrollment, student FTE, faculty, or staff. From the information developed in this project, it appears that CSU administration grew at a rate comparable to the institutions surveyed. The comparison institutions reported many of the same factors contributing to the increase in administrative positions as were reported by CSU, including many of the same non-enrollment related workload factors. However, none of the comparison group reported implementing major initiatives such as the implementation of collective bargaining or a new management or supervisory pay/personnel plan as was the case at CSU.

ERRATA

Late in the process of analyzing the voluminous amount of information collected during this project, it was brought to our attention that the 1987 FTE student enrollment figures supplied to us by the Chancellor's Office were budgeted FTE figures rather than actual figures for the fall of 1987. While the difference between the budgeted and actual figures may be significant for several individual CSU campuses, the difference does not have a material impact (slightly more than a 1% change in the ratio of administrative positions to FTE for the system as a whole) on the findings for the CSU system as a whole. As a result, we have not recalculated those tables that involve the use of fall 1987 FTE figures for the CSU system. The reader should exercise caution when examining individual CSU campus statistics involving 1987 fall FTE enrollment.

CHAPTER I
INTRODUCTION

PROJECT ORGANIZATION AND BACKGROUND

This study resulted from concerns of the California Legislature about the growth in administrative staffing at the California State University (CSU) in light of issues brought to the Legislature's attention during the annual legislative budget process. Information presented to the Legislature during the budget process did not adequately identify the causes, cost and extent of this apparent system-wide growth in the number of administrative positions in the CSU. Thus, in response to this lack of information, the Legislature directed the California Postsecondary Education Commission (CPEC) to engage a consultant to conduct a study on the size and growth of administration in CSU. CPEC selected the joint proposal of Price Waterhouse and MGT Consultants to conduct a study in which relevant data on the size and growth of administration at CSU would be collected, and to compare that data to information gathered from institutions comparable to CSU.

The California State University

The California State University began when California's first normal school opened in San Francisco in 1857. The State's normal schools, or teachers' colleges (later to become state colleges) were governed by the State Board of Education for almost a century. In 1960, the Legislature organized them as the "California State College System" under their own board of trustees. In 1972 the system's name was changed by the Legislature to the "California State University and Colleges," and in 1981, was shortened to the "California State University."

The primary function of the California State University is instruction of undergraduate and master's degree students in the liberal arts and sciences, applied fields, and professions, including teaching. Faculty research is authorized to the extent it is consistent with this instruction. In addition, the State University offers joint doctoral programs with other public and private universities. Each campus is unique in character and offers a wide variety of academic programs. There are 19 campuses of the California State University, ranging in size from 4,600 to more than 36,000 students enrolled per campus. The annual budget for CSU exceeds $1.8 billion. More than 30,000 persons are employed full or part-time in the CSU.

As discussed in later chapters, one of the critical elements of this study was to select a group of comparison institutions deemed to be comparable to CSU. Unlike other states, California has three separate public-funded higher education systems, each governed by its own board of trustees and subject to different state laws. In comparing CSU to other systems, we attempted to minimize, where at all possible, those factors and characteristics of the comparison institutions that more appropriately would be compared to the University of California system or the California Community College system.

PURPOSE OF THE STUDY

The purpose of the study is to provide factual data for responding to four key questions expressed by the Legislature pertaining to the size and growth of administration at CSU:

1. *How are administrative positions defined at CSU and how does this definition compare to that used by comparable institutions?*

2. *What is the ratio of administrative positions to support service and instructional staff and the ratio of administrative staff to students at CSU and comparison institutions?*

3. *Is the size of the administrative function at CSU comparable to that in other institutions, after adjustments are made for size, mission, and organizational structure?*

4. *How has the growth rate of the administrative staffing of CSU in recent years compared to that in other similar institutions?*

5. *What percentage of the CSU budget is expended for administrative salaries and how does this compare to other institutions?*

AUDIENCE FOR THE STUDY

The primary audience for this study is the California Legislature and it is intended to provide the Legislature with information on the size and growth of administration of the California State University it can then use to clarify the cause, cost and extent of growth.

Other interested parties include the California Faculty Association, the Legislative Analyst, the Department of Finance, as well as the California State University itself. The shared common interest and the involvement of these various groups contributed to a report which focuses attention on critical issues.

ORGANIZATION OF THIS REPORT

This draft report has been organized in five major chapters. It begins with an Executive Summary which provides an overview of the entire report.

This chapter (Chapter I) is designed to introduce the reader to the scope, relevant issues, and methods used to present our findings.

Chapter II discusses the development of an appropriate definition of administration for use in the study. The decision methodology that was used to develop a definition is described. The chapter also explains the approach taken to ultimately adopt a workable definition of administration. This definition is then used for the purposes of collecting and reviewing data on the growth and cost of administration for this study.

Chapter III presents data concerning the number of administrative positions and the related salary costs for the California State University System during the period from the fall of 1982 to the fall of 1987. Size of administration at CSU is examined in terms of several key ratios including Administrative Positions per 1000 Student FTE, and Administrative Salaries as a percent of State Budget. The change in the number of positions and payroll costs by functional categories is also included. Major data sources and their limitations are discussed.

Chapter IV presents data resulting from surveys of other states' universities and systems. Included in this chapter are discussions of how comparison institutions were selected and what the survey responses indicated. Data in this chapter includes tables which present comparisons of CSU campuses and other states institutions for absolute and indexed size and growth comparisons.

Chapter V summarizes the principle findings derived from the data presented in Chapters II, III, and IV concerning the size and growth of administration at the California State University and comparison institutions.

This report also contains several appendices which include supporting data and background information.

Appendix 1 discusses the origin and features of the Management Personnel Plan (MPP). The types of classifications included in MPP, how pay ranges are set and used, and how MPP employees are evaluated is also discussed.

Appendix 2 describes the method of selecting comparison institutions and how data was collected from each institution. While the factors considered were by no means an exhaustive set of criteria, they were appropriate for the purposes of this project and its framework given the time and resource constraints. The reader should note that the institutions selected for the comparison group are not identical to those institutions used for faculty salary surveys conducted by the California Postsecondary Education Commission.

Appendix 3 presents highlights from the survey responses from the comparison institutions. This table provides the reader with general characteristics of the comparison group of institutions and demonstrates the extent of comparability of institutions participating in this study.

Appendix 4 is a summary of accredited programs at CSU and comparison institutions. This appendix shows which programs for both CSU and comparison institutions have been accredited by nationally recognized agencies and associations. The key which lists the Accrediting Agencies and Associations follows the table.

ROLE OF THE ADVISORY COMMITTEE

A Project Advisory Committee, comprised of staff from the Chancellor's Office of the California State University and selected campuses, the California Faculty Association, the Office of the Legislative Analyst, the Department of Finance, and staff of selected legislative committees, assisted the consultants in addressing a number of complex methodological issues. The Advisory Committee periodically met during the course of the project to react to the proposed workplan, data gathering procedures, and preliminary findings. The involvement of the advisory committee helped to ensure a study which addressed the concerns of varied groups.

The role of the advisory committee was intended to be strictly advisory in nature; final decisions pertaining to project methodology and the presentation of findings were ultimately the responsibility of Price Waterhouse and MGT.

The first draft of the final report was reviewed by the Committee on January 21 and 28, 1988. Input from these reviews has been incorporated into this report.

METHODOLOGY

As presented in the proposal submitted by Price Waterhouse and MGT Consultants, the activity which would provide the necessary information for responding to the study's questions was to conduct several on-site surveys at comparison institutions and CSU campuses. Two fundamental issues had to be resolved prior to contacting and scheduling site visits to out-of-state institutions. First, what definition of administration would fulfill the purpose of the study? Second, how were comparable institutions to be selected?

Both the Request for Proposals and the legislative language requesting the study were silent on both questions. Working with the parties interested in this study and the Project Advisory Committee, Price Waterhouse and MGT Consultants devised a definition of administration and compiled a list of comparison institutions as candidates for site surveys (see Chapter II for further details on development of the definition of administration and Appendix 2 for information on the selection of comparison institutions).

Project deadlines outlined in the RFP and delays in project commencement imposed significant time constraints on the project. Further, the limited resources of the contract affected the level of detail of data collected. The basis of the methodology (as presented in the proposal) was to gather pertinent data during site visits to in order to maximize the comparability of data. Thirty-one site visits to out-of-state institutions and systems were conducted during late November and early December 1987. Visits to 13 selected CSU campuses were conducted during December, while written questionnaires to the remaining CSU campuses were completed and received by early January 1988. Data analysis, calculations and review of key ratios (in terms of enrollment, faculty, and staff levels) and necessary follow-up occurred throughout the end of December and early January, with some final data from out-of-state institutions received during the first two weeks of January.

First drafts of the project report were circulated to the Project Advisory Committee in the third week in January 1988.

CHAPTER II
DEFINITION OF "ADMINISTRATION"

INTRODUCTION

The Request for Proposals (RFP) directed the consultant to identify the growth of "administration" at the California State University. The RFP and authorizing legislation, however, did not specifically define what was meant by "administration." Consequently, it was necessary to develop a definition of administration in order to collect and review data on growth and cost of administration. In addition to the absence of a definition of administration in the RFP, it was necessary to develop a definition for these additional reasons:

- Although considered by some to represent administrative classifications, the Management Personnel Plan (MPP) includes some classifications that generally would not be considered administrative (e.g., supervising groundsworkers);

- MPP excludes some classifications that would be considered administrative (e.g., Chancellors, Presidents); and

- The definition of administration had to be meaningful both to CSU and out-of-state institutions to facilitate the collection of data.

The two basic questions asked in developing the definition of administration were:

Would the definition help answer the basic research questions of the study posed in the RFP, and would it fulfill the purpose and intent of the authorizing legislation?

Would the definition be one in which out-of-state comparison institutions, as well as CSU, could readily compile and report data on "administrative" positions?

DEFINITION OF ADMINISTRATION

For the purposes of this study, administration is defined as follows:

> *All position classifications reported by each university and college to the Federal Equal Employment Opportunity Commission (EEOC) as:*
>
> > *Executive, Administrative, and Managerial (EEO 1)*
> >
> > *and*
> >
> > *Professional Non-faculty, (EEO 3) except those positions occupied by persons who provide services directly to students, such as counselors, financial aid advisors, librarians etc.*

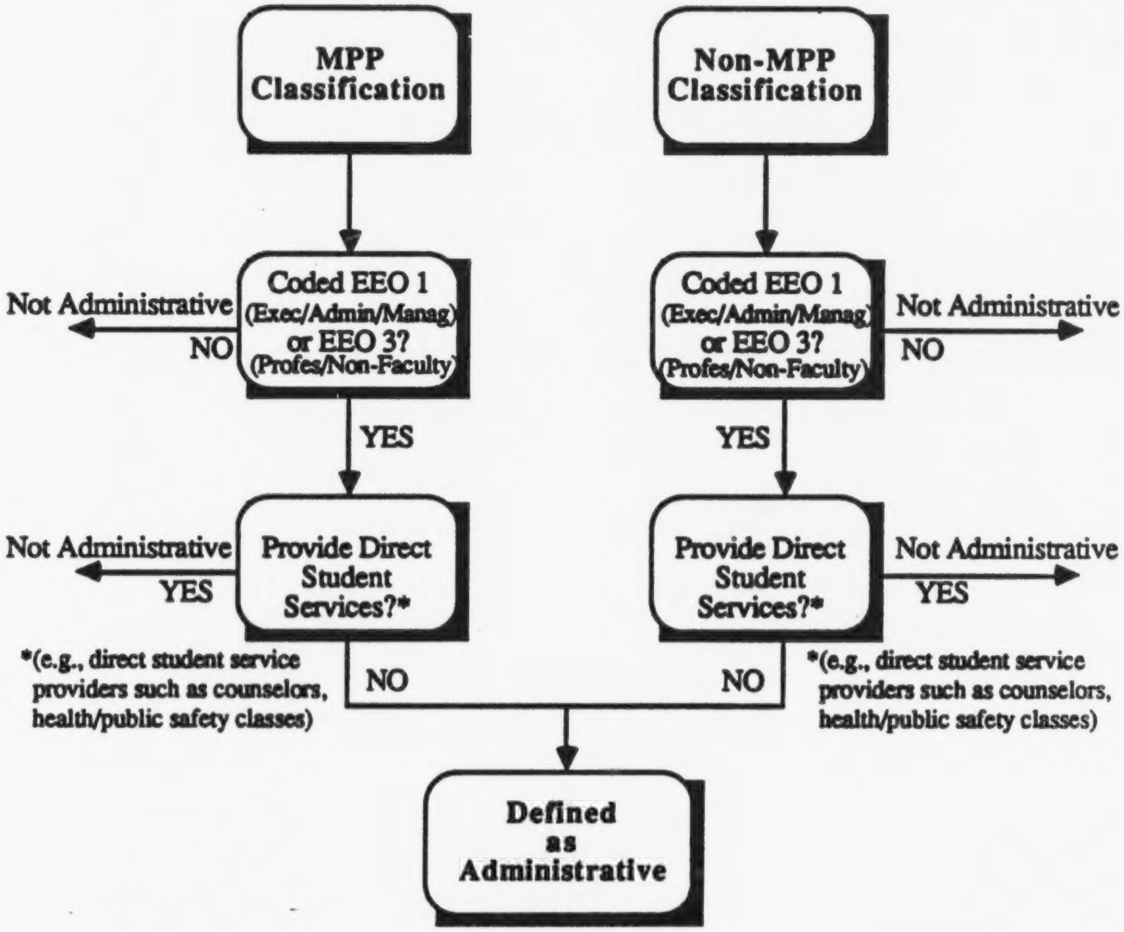
Every higher education institution in the nation reports annually to the EEOC a variety of information about the positions in use at its location, largely for affirmative action purposes. In addition to the two categories above (EEO 1 and EEO 3), there are EEOC reporting categories for Faculty (Instruction/Research), Secretarial/Clerical, Technical/Para-Professional, Skilled Craft, and Service/Maintenance. Because this data are regularly reported, EEO data was considered to be the most readily available and meaningful, as adjusted for direct student services providers, to use for this study.

Direct student services providers in CSU were identified through reviews of job specifications and interviews of CSU campus and system personnel. For the out-of-state campuses and systems, direct student service providers were identified through reviews of professional, non-faculty classifications during the site visit to the location, or in follow-up discussions with that institution.

Exhibit II-1 on the following page graphically illustrates this decision methodology.

Exhibit II-1

THE DECISION METHODOLOGY USED TO DEFINE ADMINISTRATIVE


MPP Classification
Non-MPP Classification
Coded EEO 1 (Exec/Admin/Manag) or EEO 3? (Profes/Non-Faculty)
Coded EEO 1 (Exec/Admin/Manag) or EEO 3? (Profes/Non-Faculty)
Not Administrative
NO
Not Administrative
NO
YES
YES
Provide Direct Student Services?*
Provide Direct Student Services?*
Not Administrative
YES
Not Administrative
YES
*(e.g., direct student service providers such as counselors, health/public safety classes)
NO
NO
*(e.g., direct student service providers such as counselors, health/public safety classes)
Defined as Administrative

WHY THIS APPROACH WAS FOLLOWED

As discussed with the Advisory Committee on October 22, 1987, this definition was chosen because it, better than any other alternative reviewed, best responded both to the issue of feasibility of collecting comparable data and to the basic research questions on growth in administration.

Other approaches to developing a definition of administration in terms of position classifications range from a broad definition that would include everyone not in the classroom, to a narrow definition that only would include one-incumbent positions, such as Vice President of Academic Administration or President.

Instead of defining administration solely in terms of position classifications, an alternative approach would have been to assess functional activities at campuses and system offices to determine which ones were administrative. This would have included an in-depth evaluation of missions, tasks, levels of responsibilities and so forth, admittedly a more qualitative and evaluative process. This type of approach, however, would not have addressed the issue of overall size and growth in administration unless all positions considered to be administrative were reviewed and quantifiable data collected for each. Further, this also would have required substantially more resources and time than were available.

OTHER DEFINITIONS OF ADMINISTRATION WERE REVIEWED

There are a variety of definitions of administration used in all industries as well as education settings. The spectrum of definitions ranges from a very narrow viewpoint (such as only Presidents and Vice Presidents) to a very broad viewpoint (such as any person not in the classroom or lab). The Office of the Legislative Analyst, in its review of the growth of administration in 1977, also found that "there is no commonly accepted definition of . . . administration." Project staff spent time reviewing a variety of relevant materials to gain perspective on the various meanings of management, administration, professional and supervisory terms. The literature and other documents reviewed included:

- Public administration and management science documents;
- Management Personnel Plan (MPP);
- Relevant terms in HEERA documentation; and
- Coding definitions from the Federal Equal Employment Opportunity Commission relevant to administration and management.

In addition, we also reviewed various CSU documents. This included the MPP description in Title V of the California Administrative Code, CSU salary schedule information, various job specifications for MPP and other selected classifications, and MPP tracking classifications. This review allowed us to develop a basis for understanding the wide spectrum of definitions of administration, management and supervision.

COMPARISONS OF DEFINITIONS OF ADMINISTRATION AMONG INSTITUTIONS SURVEYED

As expected, we found no universally accepted definition of administration among all the institutions visited. Essentially, we found a unique definition of administration at each institution or system we visited.

One aspect of administration that was universally meaningful at the majority of places visited was that top management positions should be considered administrative. Moving down the organizational chart, however, the differences in opinion began to emerge. At some places, it was felt that the level of Assistants to Deans should be considered administrative, perhaps even the Secretary to the Dean would be administrative because of the functions performed by the position. At this same institution, all of the "Administrative Branch" also would be considered administrative, regardless of level (i.e., from top management to clerical staff).

At another institution, administration was considered to include anyone performing a "non-instructional" function, regardless of classification level. Here it was felt that, if the position was outside the classroom (or library), then it was administrative, not academic. This definition would thus exclude those that spent any time in the classroom.

The results from our surveys of campuses and systems in other states would suggest that there can be no agreement about what administration really means; all that can be said is that, depending on how one categorizes positions or functions, a variety of measures of "administration" will result, none more "correct" than another. As with this study, the definition would only apply to resolving the issues at hand.

ALTERNATIVE DEFINITIONS

Based on these review efforts, the project team developed various alternative definitions of administration. Consideration was given to the reasonableness and feasibility of collecting data for each alternative identified. The alternatives considered are summarized below.

1. Define all non-faculty positions as administrative (reflecting a broad definition of administration).
2. Define only MPP classifications as administrative.
3. Define administration as outlined in HEERA.
4. Define classifications reported in two categories: Executive, Administrative, Managerial (EEO 1); and Professional Non-Faculty (EEO 3) as administrative.
5. Define only senior management positions as administrative (reflecting a narrow definition of administration).

A corollary to reviewing and developing a definition of administration for this project was to approach it from a "negative" perspective. This approach asked the question: "what types of positions are not "administrative" in the context of this study?:

- Not clerical, maintenance, craft/speciality trades;
- Not "front line" student services professionals;
- Not "front line" professionals such as safety officers nor student health staff; and
- Not faculty or professional librarians.

"Front line" positions were defined as those that provide services directly to students (e.g., counselors, health service staff, and public safety officers).

Given the time and resources available, as well as the limitations of the other alternatives, Alternative 4 was chosen as the definition of administration for this study. This alternative is a reasonable method of defining administration for the purposes of responding to the research questions of this study and for gathering comparable data from out-of-state institutions.

ADMINISTRATION IS NOT SYNONYMOUS WITH MPP

The reader is reminded that the definition of administration developed for this study is not applicable to the group of classifications in MPP. MPP is unique to CSU, developed by CSU in response to the need to establish a personnel plan for unrepresented employees in specific classifications not included in a bargaining unit. Any mention of administrative positions in this study, and the data collected and presented, is not to be construed as equivalent to MPP. The method described above to determine administrative classifications effectively excludes low level supervisory positions and other technical positions that are included in MPP. In addition, this study's definition of administration includes classifications not included in MPP.

COMPARISONS OF PERSONNEL PLANS AMONG INSTITUTIONS SURVEYED: ARE ANY SIMILAR TO CSU'S MANAGEMENT PERSONNEL PLAN (MPP)?

In our survey of comparison institutions, we asked each respondent to provide us with information on pay and personnel plans for administrative, managerial, supervisory and executive staff. Without the time and resources to evaluate all features of other states' personnel plans, we asked generally how positions were allocated to each category, how salaries were set, status of employee tenure in each category and if that institution or system had a personnel plan similar to CSU's MPP.

As expected, other states did not have any personnel plans identical to MPP. Most states indicated they use two or more separate job classifications and pay programs. Employees in bargaining units participate either in the state's general civil service program or a separate civil service system administered by the university system office. This is the case in Florida, Louisiana, Texas and North Carolina (and soon to be in New York's CUNY system for some employees). In some states, there is a separate supervisory bargaining unit which includes positions similar to lower level MPP positions; in New York (at SUNY) supervisors are included in the same units as those they supervise.

The second type of program most often mentioned by survey participants is one exclusively for executive management positions which are typically exempt from civil service protection and serve at the pleasure of the appointing authority. For example, Florida has an Executive Service for top level administrators, non-tenured positions, and positions involved in policy development. New York (SUNY) has a Management/Confidential plan for approximately 1200 high level employees. In comparison, at CSU some of these same types of positions are in the Executive Pay Plan while others are in MPP.

Finally, some states mentioned separate plans for administrative and professional staff . These plans are administered by the system's central office and include positions not assigned to a collective bargaining unit and which are exempt from the state's classified civil service system. For instance, in Florida, these plans are for positions that fall between the classified service and executive levels. In comparison, these types of plans seem most similar to MPP.

The MPP is unique in comparison to plans described by other states. Unlike other states in our survey, the MPP includes some professional positions found in all cases elsewhere to be included in classified service programs. On the other hand, some executive level staff in other states are included in less restrictive plans, such as an Executive Service. The MPP feature not found elsewhere is the range of jobs it encompasses: Supervising Custodian I to Vice Chancellor and the related breadth of salary ranges.

CHAPTER III
SIZE AND GROWTH OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY SYSTEM: 1982 TO 1987

INTRODUCTION

This chapter presents our findings concerning the number of administrative positions and the related salary costs for the California State University System during the period from the fall of 1982 to the fall of 1987. The information presented was developed based on the project-specific definition of administration that was discussed in Chapter II. The definition used to collect, organize, and analyze the data presented in this chapter can be summarized as follows:

All position classifications reported by each university and college to the Federal Equal Employment Opportunity Commission (EEOC) as:

- Executive, Administrative, and Managerial (EEO 1)
- Professional Non-faculty, (EEO 3) (except those positions occupied by persons who provide services directly to students, such as counselors, financial aid advisors, librarians, etc.)

At the CSU system, the list of job classifications included in this definition is not directly equivalent to the list of classifications contained in the Management Personnel Plan (MPP). As was noted in Chapter II, some positions in the MPP are excluded from this definition (primarily lower level supervisory positions) and some positions outside MPP (such as President, Vice Chancellor, and a number of other professional non-faculty classes) are included. A total of 270 different job tracking classifications were included in our definition. Appendix III-1 contains a list of these classifications. A complete discussion of the MPP is contained in Appendix 1 of this report.

Approximately 71% of the positions contained in our definition of administration are positions contained in the MPP, while the remaining 29% are from classifications outside the MPP. From another perspective, approximately 70% of the positions contained in the MPP are included in our definition of administration. The remaining 30% of MPP positions were excluded because they did not match our definition of administration.

ONLY GENERAL FUND POSITIONS ARE DISCUSSED

The reader should also note that all data presented in this chapter pertain only to General Fund supported positions and their related salary costs. Following discussions with the project advisory committee, the consultants determined that changes in the number and cost of positions funded from non-General Fund sources (such as dormitory funds, federal grants, reimbursed activities, lottery funds, continuing education) were not of primary interest to the audience for this study. Such positions were excluded because any such changes in those positions would reflect factors not related to how the leadership of the CSU had managed its State supported positions in performance of its basic mission.

DATA SOURCES

All of the raw data used to prepare the exhibits and analysis contained in this chapter were supplied to us by the Chancellor's Office. In the following paragraphs, we discuss the major data sources used to prepare this chapter.

A. Payroll System Data Were Used Rather than Budget System Data

During the early stages of the project we attempted to determine if the CSU budget system data could be used as the primary data source for this project. Our initial inquiries with CSU staff indicated a serious weakness in using budget system data for this project. Since the institution of the MPP in January 1984, the budget system has no longer maintained detailed "tracking classification" information about positions included in the MPP. The only classification data maintained is data concerning the Administrative Grade Level (AGL I, II, III, IV) of MPP positions. Since our definition of administration excludes many low level (AGL I and II) MPP positions that are primarily supervisory in nature, the absence of detailed job classification data in the budget system made it impossible to use that system for purposes of this study.

Discussions with CSU staff indicated that the State Controller's payroll system (PIMS), used to prepare CSU's payroll, still maintained the detailed tracking classification data for all MPP and non-MPP positions in CSU.

Because of the limitations of the budget system, this same data source was used by the Chancellor's Office of Faculty and Staff Relations in late 1986 to conduct its own internal examination of recent trends in the growth of MPP positions. Based on these considerations, we chose to use payroll system data for purposes of this report.

B. Payroll Data Represents a "Snapshot" Rather than an Annualized View

The choice of payroll system data required us to choose a particular date for purposes of measuring employment and salary costs for purposes of this project. After discussions with CSU staff, payroll data as of October 31 of each year from 1982 to 1987 was chosen as the measure of the number and cost of administrative positions at CSU. This date reflects activity during the middle of the fall term and is likely to provide a reasonable "snapshot" of administrative activity. It also reflects the October 31 date on which higher education institutions report employment data to the Federal Equal Employment Opportunity Commission. This last factor carried additional weight since it facilitated data collection at the out of state comparison institutions. The reader should be aware that this is a "snapshot in time" approach to measuring the number and cost of administration at CSU. It differs from the "annualized" information on filled positions that would be produced from the budget system.

C. The 1982-83 Base Year

For purposes of conducting our examination of growth in the number and cost of administrative positions, we chose the 1982-83 fiscal year as the base year for measuring growth. This year was chosen both because it provides for a five year period (1982 to 1987) for measuring growth and because it was the last full fiscal year prior to the initiation of the MPP. Since MPP had such a dramatic effect on the pay and classification plans applicable to so many administrative staff at CSU, it was felt that picking a year prior to MPP as the base would minimize any effects of anticipatory changes in administrative classifications covered in our definition of administration.

A significant potential problem with regard to the use of 1982-83 as the base year for purposes of measuring growth concerned the potential effects that budget problems experienced by CSU (and all of state government) in 1982-83 might have had on the number of filled positions on October 31, 1982. If the base year number of filled payroll positions was "artificially" depressed due to budgetary freezes, it would result in higher growth rates than would have been the case if base year hiring had not been so affected. Inquiries were made to CSU Budget Planning and Administration staff to identify what if any effect hiring freezes or early retirement programs might have had on October 31, 1982 vacancies. CSU Budget Planning and Administration staff reviewed their records and responded by letter that freezes or early retirement incentive programs were not a factor in depressing base year employment at CSU at the time of the October 31, 1982 payroll.

D. Only Direct Salary Cost Data Were Examined

Pursuant to the terms of our contract with the California Postsecondary Education Commission (CPEC), all data collection concerning the cost of administrative positions was limited to a consideration of direct salary costs. The data do not include any of the costs of employer paid fringe benefits, vacation leave, sick leave, or employment related taxes. It is our understanding that these fringe benefits were excluded from the project by CPEC after consultation with the principle parties interested in the study because of the inherent difficulties in defining and measuring these costs within and between large institutions.

E. Payroll Data Were Not Independently Verified

Once it was decided that the payroll system (PIMS) was to be used for this project, we requested that the Chancellor's Office staff prepare computer printouts listing the number of filled positions and related salary costs by campus (and the system-wide offices) for October 31 of each year from 1982 to 1987. These printouts were organized by tracking classification for each of the job classifications contained in our definition of administration. It should be pointed out that the PIMS system is maintained and operated by the State Controller and is the system used to produce monthly paychecks for all state employees, including those at CSU. The data reviewed during this project were drawn from the same data source used to prepare the actual CSU payroll during period under study. Neither Price Waterhouse nor MGT Consultants performed any independent verification of the payroll system source information used to prepare the PIMS system printouts supplied by the Chancellor's Office.

F. CSU's Budget Administration Process Was Not Reviewed

It was not within the scope of this project to review whether the changes in the number and cost of administrative positions examined in this study were made in accordance with adopted budgets and relevant CSU internal budget administration policies. For example, provisions of the annual Budget Act prohibit CSU from reclassifying or using budgeted faculty positions for administrative purposes. Since questions of this nature were not examined, neither Price Waterhouse nor MGT Consultants express any opinion on this issue.

G. Data Used to Compute Various Ratios Were Also Supplied by CSU

A number of other types of data were collected, in addition to the payroll system data used to measure the number and salary cost of administrative positions for purposes of this study. This additional information was used to compute a number of ratios called for in the Request for Proposals for this study. Among these data elements were the number of students at the CSU (both on a fall term headcount and Full Time Equivalent [FTE] basis) and the General Fund support budget for the system. This information was supplied by the Chancellor's Office in response to our specific requests. Finally, data on the number of faculty and staff (non-faculty, non-administrative employees) positions and the related salary costs were derived from payroll system data for October 31 of each year. Again, this information was supplied by the Chancellor's Office staff and was based on the same payroll system data source used to prepare our other data requests.

H. Limitations of the Data

There are a number of limitations and cautions that pertain to the use of the payroll data developed in this study. First, the reader should not assume that payroll data concerning salary costs can simply be multiplied by 12 to arrive at annual costs to compare with budget allocations. Such an action could be misleading because it fails to allow for the effects of 10 month (as opposed to 12 month) appointments or vacancy factors for any specific job classification included in the data. While we have used such a technique to develop an illustrative aggregate salary cost to budget ratio (because no other technique was possible), we caution the reader against attempting to perform detailed "payroll to budget" comparisons with individual categories of salary data contained in our report.

Second, the reader should be reminded that the payroll data used in this study represents a "snapshot in time" of a constantly changing staffing pattern at a very large institution with over 30,000 employees of all types. The number of positions filled for payroll purposes as of October 31 of each year should not be directly compared with the authorized budgeted number of positions. The authorized budgeted number of positions reflects an annualized Full Time

Equivalent (FTE) number of positions after taking into consideration the number and duration of vacancies among all of the budgeted positions in the CSU system. Recent changes in how the State and CSU account for salary savings in terms of the number of budgeted FTE positions at the CSU further complicate the work of one who tries to directly compare payroll and budget system data over a five year time period.

I. Meaning of the Term "Position" in this Study

For purposes of this study, the term "position" has a project-specific meaning. The number of positions reported for faculty, staff, and administrators is based on counts provided by the PIMS system. The PIMS data converts part time employees (those on less than a normal full time base) to a fraction of a full time employee. Thus the number of positions reported does not represent a simple headcount which counts full time and part time employees equally. For example, an employee shown on the payroll data base as working on two fifths of a full time base is reported as 0.4 positions. A full time employee is reported as 1.0 positions. Since this study is based on a "snapshot" taken at October 31 of each year, the reader should not confuse the count of positions shown in this report with the budgeted number of full time equivalent (FTE) employees so often dealt with in a legislative context. Again, because of differences between budget and payroll data sources, the reader should exercise care in comparing data presented in this report with information contained in budget documents.

The question of how to compute the time base of part time faculty is subject of on-going discussions between the California Faculty Association and management representatives of the California State University. For purposes of this study, however, we have calculated the number of positions in all categories using the time base information included in the payroll system for purposes of preparing paychecks on October 31 of each year under study.

DISCUSSION OF DATA ON THE SIZE AND GROWTH OF ADMINISTRATION

This section of our report presents a discussion of the data developed on the size and growth of administration at the California State University system during the period from the fall of 1982 to the fall of 1987. It is based on this project's definition of the term "administration". The data are summarized in 11 tables. Each table is preceded by a discussion of the information contained in the table.

1. Exhibit III-1, Summary of Payroll and Position Data for the CSU System

Exhibit III-1, Summary of Payroll and Position Data for the California State University System, displays data on the number and salary costs of faculty and all other staff (including administrative positions) at the CSU. All data displayed in the table were drawn from payroll (PIMS) system information as of October 31 for 1982 and 1987.

As the exhibit indicates, taken as a whole, CSU experienced a 5.0% increase in the number of positions between 1982 and 1987. Aggregate salary costs, as measured by the October 31 payroll increased 45.8% over this period. After giving effect to the increased number of positions, the average salary cost per position increased by 38.8%.

As Exhibit III-1 indicates, the number of faculty positions, measured using the October 31 payroll data, increased by 4.3% during the period from 1982 to 1987. The total for faculty positions includes librarian positions (366 positions in 1982 and 348 in 1987) that are part of the faculty collective bargaining unit (RO3). The number of all other non-faculty staff positions increased by 5.7% over the same period. This latter group included all defined administrative positions that are the subject of this study. These increases may be placed in perspective by recalling that FTE student enrollment grew by 5.1% during this same period.

Exhibit III-1 also displays the average payroll cost per position for each of the categories of employees. Based on the October 31 payroll data, the average payroll cost of faculty positions increased by 39.9% over the five year period. Average payroll costs per position increased by a slightly lower amount, 37.6%, for all other non-faculty staff.

Exhibit III-1

Summary of Payroll and Position Data for the California State University System

Faculty	31-Oct-82	31-Oct-87	Δ %
# of Faculty Positions	14,529	15,157	4.3%
Total Monthly Payroll	$35,550,530	$51,900,941	46.0%
Mean Payroll Cost/Position	$2,446.87	$3,424.22	39.9%
Other Staff (incl. admin.)			
# of Other Staff Positions	14,647	15,487	5.7%
Total Monthly Payroll	$24,381,531	$35,461,282	45.4%
Mean Payroll Cost/Position	$1,664.61	$2,289.75	37.6%
Total			
Total Positions	29,176	30,644	5.0%
Total Monthly Payroll	$59,932,061	$87,362,223	45.8%
Mean Payroll Cost/Position	$2,054.16	$2,850.88	38.8%

Notes:

1. Source of data is the PIMS payroll system. Number of positions reflects time base of employees on the October payroll.
2. Data includes 19 campuses and the Chancellor's Office and other systemwide offices.
3. All data is for General Fund supported positions only.
4. Position and salary data reflect data used to prepare the October 31 payroll.
5. All monetary amounts are current dollars and are not adjusted for inflation.
6. Faculty positions include librarians included in faculty bargaining unit (RO3).
7. Other Staff totals include positions defined as administrative for this project.

Exhibit III-1

2. Exhibit III-2, Summary of Payroll and Position Data for the Administrative Positions at the Chancellor's Office and the 19 Campuses

Exhibit III-2, Summary of Payroll and Position Data for the Administrative Positions at the Chancellor's Office and the 19 Campuses, presents summary data on the number of administrative positions and related payroll costs for the Chancellor's Office and the 19 campuses. The Chancellor's Office data also include all system-wide offices that are not part of the administrative structure of individual CSU campuses. Included in these totals are important functions such as Information Systems, General Counsel, and Internal Audit.

As the exhibit indicates, the total number of administrative positions in the CSU system as a whole grew by 18.6% between 1982 and 1987. As the detail in the table shows, the Chancellor's Office experienced very little growth over this period, with the total number of positions increasing by only 3.0%. As a group, the 19 campuses experienced a 20.3% growth in the number of administrative positions, as that term was defined for this study. As will be discussed later in this chapter, there were a number of factors (such as reclassification of positions from other staff categories into administrative categories), besides the creation of new positions which contributed to this growth.

The exhibit also presents information on the growth in administrative salaries over the 1982 to 1987 period. Overall, monthly administrative salaries grew by 63.3% between October 31, 1982 and October 31,1987. After giving effect to the increased number of positions, average monthly payroll costs per administrative position grew by 37.6% during this period. This growth is very close to the 39.9% growth in average payroll costs per faculty position measured using payroll system data. The growth was slightly more than the 34.7% growth in average payroll cost per non-faculty, non-administrative staff position.

Exhibit III-2

Summary of Payroll and Position Data for the Administrative Positions at the Chancellor's Office and the 19 Campuses

(Based on project definition of administration)

Chancellor's Office	31-Oct-82	31-Oct-87	Δ %
# of Administrative Positions	210.6	217.0	3.0%
Total Monthly Payroll	$667,890	$943,669	41.3%
Mean Payroll Cost/Position	$3,171.37	$4,348.70	37.1%
Total for the 19 Campuses			
# of Administrative Positions	1937.4	2331.4	20.3%
Total Monthly Payroll	$5,507,161	$9,138,193	65.9%
Mean Payroll Cost/Position	$2,842.55	$3,919.62	37.9%
System Total			
# of Administrative Positions	2148.0	2548.4	18.6%
Total Monthly Payroll	$6,175,050	$10,081,862	63.3%
Mean Payroll Cost/Position	$2,874.79	$3,956.15	37.6%

Notes:

1. Source of data is the PIMS payroll system.
2. Data includes Chancellor's Office and other systemwide offices.
3. All data is for General Fund supported positions only.
4. Position and salary data reflect data used to prepare the October 31 payroll.
5. Includes all tracking classes contained in project definition of administration.
6. All monetary amounts are current dollars and are not adjusted for inflation.

Exhibit III-2

3. Exhibit III-3, Number of Administrative Positions by Campus

Exhibit III-3, Number of Administrative Positions by Campus, presents data on the number of General Fund supported positions that met the project definition of administration at October 31 of 1982 and 1987. For purposes of analysis, we have divided the 19 CSU campuses into two groups based on the size of student enrollment. As was the case with the out of state comparison institutions, campuses were placed in the smaller campus or larger campus group based on whether their student enrollment, measured on a full time equivalent basis, was less than or greater than 9,000 in fiscal year 1982-83. We chose to divide the campuses in this fashion based on a preliminary analysis of the data in three enrollment size groups. That preliminary analysis showed little distinction between large and medium sized campuses in terms of the various ratios of administrative staff to other staff, faculty, enrollment, and budget.

As Exhibit III-3 indicates the mean number of administrative positions at the smaller campuses increased 20.4%, from 57.3 to 69.0, over the period from 1982 to 1987. The median for the smaller group grew by 22.0%. As the data indicate, there was a wide variation in the amount of change experienced by the smaller campuses. While one campus that experienced large increases in student enrollment (San Bernardino) experienced a 45.8% increase, another campus (Sonoma) showed a 5.2% decline. Among the larger campuses, the mean number of administrative positions increased by 20.3%, from 122.6 to 147.5. The median number increased by 26.1%. Again, there was a wide range among the changes in reported administrative positions across the 13 campuses in this group. These changes ranged from growth of 53.6% to an absolute decline of 4.8%. Later in this chapter, we discuss some of the factors that account for this wide range in campus experience.

Taken as a whole, the mean number of administrators at the 19 campuses increased 20.3%, rising from 102.0 to 122.7. The median size grew 21.8%. The magnitude of the means and medians for the entire group demonstrate the impact of the large CSU campuses in shaping system-wide averages.

Exhibit III-3

Administrative Positions
(General Fund)

Smaller Campuses	I.D.	Oct-82	Oct-87	%Δ
Bakersfield	CS1	42.8	51.1	19.3
Dominguez Hills	CS2	71.1	88.0	23.8
Humboldt State	CS3	64.6	77.4	19.7
San Bernardino	CS4	53.5	78.0	45.8
Sonoma State	CS5	70.5	66.8	-5.2
Stanislaus	CS6	41.5	53.0	27.7
Mean		57.3	69.0	20.4
Median		59.1	72.1	22.0

Larger Campuses	I.D.	Oct-82	Oct-87	%Δ
Chico	CL1	92.2	111.7	21.2
Fresno	CL2	112.5	172.8	53.6
Hayward	CL3	86.3	96.5	11.9
Los Angeles	CL4	134.3	152.1	13.3
Pomona	CL5	101.0	123.8	22.5
San Luis Obispo	CL6	101.6	127.0	25.0
Fullerton	CL7	129.3	123.1	-4.8
Long Beach	CL8	169.2	208.6	23.3
Northridge	CL9	132.3	146.2	10.5
Sacramento	CL10	116.0	132.4	14.2
San Diego	CL11	179.1	208.7	16.5
San Francisco	CL12	129.5	160.1	23.6
San Jose	CL13	110.5	154.1	39.5
Mean		122.6	147.5	20.3
Median		116.0	146.2	26.1

	Oct-82	Oct-87	%Δ
19 Campus Mean	102.0	122.7	20.3
19 Campus Median	101.6	123.8	21.8

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

A NOTE ABOUT EXHIBITS III-3 THROUGH III-9

In reviewing Exhibits III-3 through III-9 the reader should be aware that all percentage change figures are computed across the respective row. Thus the percentage shown opposite the mean or median figures represent the percentage change in the mean or mean and not the mean or median percentage change for the amounts appearing in the column labeled "%Δ".

Where a weighted mean is displayed, it represents the weighted mean calculated for the respective size group or the 19 campuses taken as a single group. The weighted mean was calculated by summing the quantities reported by each campus for the denominator (such as the number of administrators) of a particular ratio and dividing by the sum of the quantities reported by each campus for the denominator (such as student headcount enrollment) of a particular ratio.

4. Exhibit III-4, Administrative Salaries by Campus

Exhibit III-4, Administrative Salaries by Campus, presents data on the monthly salary cost of defined administrative positions by campus. Only General Fund supported positions and their related costs are covered by the exhibit. The exhibits illustrate the growth in salary costs over the five year period. The percentage changes reflect both the effects of increases in the number of administrative positions and salary adjustments authorized by the Board of Trustees for the various positions included in the administrative group. Though not displayed, we did examine the average payroll cost per position at the 19 campuses. The weighted average payroll cost per position increased by 37.9% between 1982 and 1987 for all 19 campuses (smaller campuses had a 35.9% increase and larger campuses a 38.4% increase). This increase is consistent with the 37.6% increase reported for all administrative positions in the CSU system (including those in system-wide offices). As was the case with Exhibit III-3, there was a good deal of variation across campuses. The change in average payroll cost per position ranged from a low of 27.3% to a high of 43.5%. The median change was 38.6%.

Again, we remind the reader to exercise caution when comparing the payroll data presented in Exhibit III-4 to budget data.

Exhibit III-4

Monthly Administrative Salaries

Smaller Campuses	I.D.	Oct-82	Oct-87	%Δ
Bakersfield	CS1	$125,118	$205,044	63.9
Dominguez Hills	CS2	204,787	352,670	72.2
Humboldt State	CS3	196,453	308,971	57.3
San Bernardino	CS4	160,013	296,951	85.6
Sonoma State	CS5	191,093	254,994	33.4
Stanislaus	CS6	126,556	224,791	77.6
Mean		167,337	273,904	63.7
Median		175,553	275,972	57.2

Larger Campuses	I.D.	Oct-82	Oct-87	%Δ
Chico	CL1	$264,190	$436,767	65.3
Fresno	CL2	327,085	686,394	109.9
Hayward	CL3	241,758	375,863	55.5
Los Angeles	CL4	383,672	581,304	51.5
Pomona	CL5	288,824	490,463	69.8
San Luis Obispo	CL6	304,542	520,375	70.9
Fullerton	CL7	355,426	485,811	36.7
Long Beach	CL8	469,550	804,034	71.2
Northridge	CL9	378,221	581,318	53.7
Sacramento	CL10	325,533	520,214	59.8
San Diego	CL11	486,658	796,192	63.6
San Francisco	CL12	357,188	609,404	70.6
San Jose	CL13	320,495	606,632	89.3
Mean		346,395	576,521	66.4
Median		327,085	581,304	77.7

19 Campus Mean	$289,851	$480,958	65.9
19 Campus Median	$304,542	$490,463	61.0

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

5. Exhibit III-5, Administrative Positions per 1000 Student FTE by Campus

Exhibit III-5, Administrative Positions per 1000 Student FTE by Campus, illustrates the ratio of administrative positions, as defined for this study, to the number of full time equivalent students enrolled at each of the 19 CSU campuses. The enrollment figures used to calculate these ratios were supplied by the Chancellor's Office in response to our data request. The numbers for both 1982-83 and 1987-88 represent budgeted FTE.

For the 19 campuses taken as a whole, the weighted mean ratio of administrative positions per 1000 student FTE increased from 8.04 to 9.20 (a 14.4% change) between 1982 and 1987. The weighted means for each size group and the 19 campuses as a whole were calculated by summing the number of administrative positions and dividing by the student FTE for each respective size group. As the exhibit clearly indicates, there is a significant difference (approximately 75% between the mean ratios in 1987) between the ratios at the smaller and larger campuses. This appears to reflect the economies of scale present in operating larger campuses.

As was the case earlier, there is a great deal of diversity among the 19 campuses in terms of the reported change in this ratio. Changes in the ratio ranged from an increase of 42.3% to a decline of 11.8%. The reader should remember that changes in this ratio reflect both changes in the number of administrative positions and changes in FTE enrollment. For example, a decline in FTE enrollment (such as at Humboldt) can magnify the impact on the ratio of an increase in the number of administrative positions.

Exhibit III-5

Administrative Positions per 1000 Student FTE

Smaller Campuses	**I.D.**	Oct-82	Oct-87	%Δ
Bakersfield	CS1	17.8	15.7	-11.8
Dominguez Hills	CS2	12.3	16.9	37.1
Humboldt State	CS3	10.0	14.1	40.2
San Bernardino	CS4	14.5	13.2	-8.8
Sonoma State	CS5	16.5	15.0	-9.0
Stanislaus	CS6	13.3	14.9	12.2
Mean (weighted)		13.4	14.9	11.1
Median		13.9	15.0	7.6

Larger Campuses	**I.D.**	Oct-82	Oct-87	%Δ
Chico	CL1	7.4	8.4	14.2
Fresno	CL2	8.4	12.0	42.3
Hayward	CL3	9.1	9.8	7.4
Los Angeles	CL4	8.3	9.7	17.2
Pomona	CL5	7.1	8.1	15.0
San Luis Obispo	CL6	6.7	8.2	21.7
Fullerton	CL7	8.1	7.5	-8.3
Long Beach	CL8	7.6	9.0	18.1
Northridge	CL9	6.7	7.1	5.9
Sacramento	CL10	6.8	7.4	7.7
San Diego	CL11	7.6	8.1	7.1
San Francisco	CL12	7.3	8.7	18.7
San Jose	CL13	6.1	8.1	32.7
Mean (weighted)		7.4	8.5	14.8
Median		7.4	8.2	10.9

19 Campus Mean (wght.)	8.04	9.20	14.4
19 Campus Median	8.13	8.99	10.5

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

6. Exhibit III-6, Administrative Positions per 1000 Student Enrollment by Campus

Exhibit III-6, Administrative Positions per 1000 Student Enrollment by Campus, illustrates the ratio of administrative positions, as defined for this study, to the number of students enrolled (fall headcount) at each of the 19 CSU campuses. Unlike the student FTE number, the headcount number makes no adjustment for the number of units a student takes and counts each full or part time student equally. It is a measure of the unduplicated number of individuals students a campus serves during the fall term. For certain purposes (such as registration, student services, use of facilities such as a library) headcount enrollment may be a more useful measure of workload than FTE enrollment.

As Exhibit III-6 indicates, weighted mean ratio for the 19 campuses increased from 6.13 in 1982 to 6.80 in 1987 (a 10.9% increase). The weighted mean ratios for each size category and the 19 campuses as a whole were calculated by summing the number of administrators for the respective groups and dividing by the sum of the headcount enrollment for each respective group.

This change indicates that the number of administrative positions grew faster than enrollment during the five year period. As was the case in Exhibit III-5, there was a significant difference between the mean ratios at the smaller and larger campuses reflecting presumed economies of scale in operations at larger campuses. Once again, there was a good deal of diversity in the experiences of the various campuses, with changes in the ratio ranging from an increase of 35.2% to a decline of 14.6%. Three campuses in the smaller group (Sonoma, Bakersfield, and San Bernardino) reported significant declines in their ratios. Only one larger campus, Fullerton, reported a decline. Based on information provided during our campus field visits, this variation appears to reflect different management approaches taken by top campus administrators in response to the different circumstances and objectives facing each campus.

Exhibit III-6

Admininistrative Positions per 1000 Student Enrollment

Smaller Campuses	I.D.	Oct-82	Oct-87	%Δ
Bakersfield	CS1	12.8	11.0	-14.3
Dominguez Hills	CS2	8.5	11.2	30.9
Humboldt State	CS3	9.2	12.4	35.0
San Bernardino	CS4	10.6	9.3	-11.8
Sonoma State	CS5	12.7	10.8	-14.6
Stanislaus	CS6	9.7	10.7	9.9
Mean (weighted)		10.2	10.8	5.7
Median		10.1	10.9	7.7

Larger Campuses	I.D.	Oct-82	Oct-87	%Δ
Chico	CL1	6.6	7.2	10.0
Fresno	CL2	7.0	9.4	35.2
Hayward	CL3	7.4	7.8	5.0
Los Angeles	CL4	6.2	7.3	17.3
Pomona	CL5	6.1	6.8	10.8
San Luis Obispo	CL6	6.6	7.9	20.6
Fullerton	CL7	5.5	5.1	-8.4
Long Beach	CL8	5.3	6.0	13.1
Northridge	CL9	4.7	4.9	4.7
Sacramento	CL10	5.4	5.5	2.6
San Diego	CL11	5.7	5.8	1.6
San Francisco	CL12	5.3	6.2	15.9
San Jose	CL13	4.3	5.6	28.7
Mean (weighted)		5.6	6.3	11.5
Median		5.7	6.2	8.8

19 Campus Mean (wght.)	6.13	6.80	10.9
19 Campus Median	6.56	7.27	10.9

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

7. Exhibit III-7, Administrative Salaries as a Percent of State Budget by Campus

Exhibit III-7, Administrative Salaries as a Percent of State Budget by Campus, presents data on the size of administrative position payroll costs as a percentage of State General Fund budget support for each of the 19 campuses. The payroll costs were taken from the October 31 payroll data for 1982 and 1987 provided by the Chancellor's Office. The State General Fund budget support for each campus represents the total state fund expenditures reported by the Chancellor's Office adjusted to exclude all reimbursements except Non-Resident Tuition, Application Fees, and State University Fees. This information for both 1982 and 1987 was supplied by the staff of the CSU Budget Planning and Administration office.

As the exhibit indicates, for the 19 campuses as a whole, administrative salary payroll costs represented only 6.92% of State General Fund budget support. In 1982 the corresponding figure was 6.40%. As a result, the weighted mean share of budget devoted to administrative salaries grew by 0.52 percentage points during the five year period. The median grew by 0.4 percentage points. The weighted mean was calculated by summing all administrative salary costs for each respective size group, multiplying by 12 and then dividing the result by the sum of the reported state support budget for each respective group.

Once again, the data indicate the presumed effects of economies of scale in the operation of larger campuses, as administrative payroll costs represent a smaller fraction of the total budgets at larger campuses than is the case with smaller campuses. Once again, the exhibit indicates that there is a good deal of diversity in the experience of the individual campuses. Administrative salaries as a percentage of total State budget support in 1987 range from a high of 10.9% at one of the smaller campuses to a low of 5.9% at one of the larger campuses.

The reader should note that other factors can influence this percentage in addition to the number and cost of administrative positions. The relative share of the budget devoted to administrative salaries is also influenced by the size and share of the budget devoted to other cost items such as faculty salaries, staff salaries and other operating costs such as utilities, supplies, and maintenance.

Exhibit III-7

Administrative Salaries as % of State Budget

Smaller Campuses	I.D.	Oct-82	Oct-87
Bakersfield	CS1	9.3%	8.9%
Dominguez Hills	CS2	8.8%	10.9%
Humboldt State	CS3	6.7%	7.8%
San Bernardino	CS4	9.7%	8.9%
Sonoma State	CS5	9.3%	8.5%
Stanislaus	CS6	8.6%	9.6%
Mean (weighted)		8.5%	9.0%
Median		9.1%	8.9%

Larger Campuses	I.D.	Oct-82	Oct-87
Chico	CL1	5.8%	6.1%
Fresno	CL2	6.4%	8.1%
Hayward	CL3	6.7%	6.9%
Los Angeles	CL4	6.5%	7.1%
Pomona	CL5	6.0%	6.3%
San Luis Obispo	CL6	5.6%	6.0%
Fullerton	CL7	6.9%	6.2%
Long Beach	CL8	6.5%	7.4%
Northridge	CL9	6.0%	6.1%
Sacramento	CL10	5.8%	5.9%
San Diego	CL11	6.0%	6.3%
San Francisco	CL12	6.0%	6.7%
San Jose	CL13	5.0%	6.3%
Mean (weighted)		6.1%	6.6%
Median		6.0%	6.3%

19 Campus Mean (wght.)	6.40%	6.92%
19 Campus Median	6.51%	6.91%

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

8. Exhibit III-8, Administrative Positions per 100 Faculty by Campus

Exhibit III-8, Administrative Positions per 100 Faculty by Campus, presents data on the ratio of administrative positions, as defined for this study, and the number of General Fund supported faculty positions by campus. The number of faculty positions at each campus was taken from October 31 payroll data for 1982 and 1987 as contained in payroll data system printouts supplied by the Chancellor's Office.

As the exhibit indicates, the weighted average 19 campus ratio in 1987 was 15.38 administrative position per 100 faculty positions. The corresponding ratio was 13.34 in 1982. As a result, the ratio of administrative positions per 100 faculty positions increased 15.3% over the five year period. Once again, the exhibit indicates the diversity among the experience of the 19 campuses. The percentage change in the ratio of administrative positions per 100 faculty positions ranged from an increase of 43.2% to a decline of 12.0%. The reader should bear in mind that changes in this ratio reflect both changes in the number of administrative positions and changes in the number of faculty positions at each campus.

The ratios displayed in Exhibit III-8 differ slightly from the corresponding ratios presented for CSU campuses in Chapter IV. The difference reflects the fact that the ratios in Chapter IV include all faculty positions at CSU, including a small number financed from non-General Fund sources. The different method of calculation was used in Chapter IV to provide for more consistent treatment of CSU as compared to the out-of-state institutions.

Exhibit III-8

Administrative Positions per 100 Faculty

(General Fund)

Smaller Campuses	I.D.	Oct-82	Oct-87	%Δ
Bakersfield	CS1	25.6	22.6	-12.0
Dominguez Hills	CS2	20.1	27.8	38.2
Humboldt State	CS3	13.6	18.9	39.7
San Bernardino	CS4	23.7	22.4	-5.5
Sonoma State	CS5	23.7	21.4	-9.6
Stanislaus	CS6	19.6	22.7	15.5
Mean (weighted)		19.9	22.4	13.0
Median		21.9	22.5	2.7

Larger Campuses	I.D.	Oct-82	Oct-87	%Δ
Chico	CL1	12.0	13.4	12.2
Fresno	CL2	13.2	18.9	43.2
Hayward	CL3	15.4	17.4	12.8
Los Angeles	CL4	14.1	16.6	17.7
Pomona	CL5	13.2	15.0	13.2
San Luis Obispo	CL6	11.3	13.5	18.9
Fullerton	CL7	14.1	13.0	-8.2
Long Beach	CL8	13.6	16.6	22.1
Northridge	CL9	11.8	12.3	4.3
Sacramento	CL10	11.2	12.4	11.3
San Diego	CL11	12.5	13.4	7.8
San Francisco	CL12	11.5	14.1	22.9
San Jose	CL13	9.8	13.0	32.3
Mean (weighted)		12.5	14.4	15.6
Median		12.5	13.5	8.0

19 Campus Mean (wght.)	13.34	15.38	15.3
19 Campus Median	13.56	16.64	22.7

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

9. Exhibit III-9, Administrative Positions per 100 Non-Faculty Staff by Campus

Exhibit III-9, Administrative Positions per 100 Non-Faculty Staff by Campus, displays the ratio of the number of defined administrative positions per 100 non-faculty staff by campus. The category of non-faculty staff includes all positions defined as administrative for purposes of this study. Once again, only General Fund supported positions are included in the analysis. The number of non-faculty staff positions at each campus was taken from October 31 payroll data for 1982 and 1987 as contained in payroll data system printouts supplied by the Chancellor's Office.

The exhibit indicates that the 19 campus weighted mean ratio of administrative positions per 100 non-faculty positions increased from 13.58 to 15.45 in the period from 1982 to 1987 (a 13.8% increase). The weighted mean was calculated by summing the number of administrative positions for all campuses in each respective group and dividing by the sum of the non-faculty staff for each respective group. The median ratio for all 19 campuses showed a smaller increase of 12.0%, reflecting a change in ratios from 13.61 to 15.24. The changes in means and medians for the two size groups were very similar.

As the table indicates, the larger campuses as a group tend to show slightly lower ratios than the smaller campuses, though several individual campuses in the larger group show higher ratios than individual campuses in the smaller campus group. Once again, there is wide variation in the experience reported by the individual campuses within the system. The reader is reminded that changes in this ratio reflect both changes in the number of administrative positions and changes in the number of non-faculty staff positions at each campus over the five year period.

The ratios displayed in Exhibit III-8 differ slightly from the corresponding ratios presented for CSU campuses in Chapter IV. The difference reflects the fact that the ratios in Chapter IV include all non-faculty positions at CSU, including a number financed from non-General Fund sources. The different method of calculation was used in Chapter IV to provide for more consistent treatment of CSU as compared to the data from the out of state institutions.

Exhibit III-9
Administrative Positions per 100 Non-Faculty Staff
(General Fund)

Smaller Campuses	I.D.	Oct-82	Oct-87	%Δ
Bakersfield	CS1	17.3	17.9	3.8
Dominguez Hills	CS2	16.9	21.8	29.3
Humboldt State	CS3	12.2	15.1	24.0
San Bernardino	CS4	16.3	18.4	12.5
Sonoma State	CS5	18.7	18.0	-4.2
Stanislaus	CS6	16.6	19.0	14.4
Mean (weighted)		16.0	18.2	13.9
Median		16.7	18.2	8.5

Larger Campuses	I.D.	Oct-82	Oct-87	%Δ
Chico	CL1	12.9	14.4	11.4
Fresno	CL2	14.0	20.0	43.4
Hayward	CL3	13.9	15.4	11.2
Los Angeles	CL4	12.8	15.8	23.5
Pomona	CL5	13.6	15.0	10.1
San Luis Obispo	CL6	12.6	14.4	14.0
Fullerton	CL7	15.3	13.4	-12.5
Long Beach	CL8	14.2	16.6	17.0
Northridge	CL9	13.1	13.6	4.1
Sacramento	CL10	12.9	13.7	6.4
San Diego	CL11	13.2	14.0	6.0
San Francisco	CL12	13.3	15.2	14.8
San Jose	CL13	10.1	13.8	36.7
Mean (weighted)		13.2	15.0	13.7
Median		13.2	14.4	8.9

19 Campus Mean (wght.)	13.58	15.45	13.8
19 Campus Median	13.61	15.24	12.0

Data Sources:

1. Position and payroll costs are from the CSU payroll system, Payroll Information Management System (PIMS) maintained by the State Controller.

2. Enrollment and budget information provided by CSU's Chancellor's Office.

3. Administrative positions as defined for this study, see Chapter II for discussion on the definition of administration, and Appendix III-1 for a detailed list of CSU Classes defined as administrative.

10. Exhibit III-10, Change in Number of Positions and Payroll Cost by Functional Category

Exhibit 10, Change in Number of Positions and Payroll Cost by Functional Category, presents a view of the data on changes in the number of administrative positions organized by a broad functional classification of position titles included in our definition of administration.

Appendix III- 1 to this chapter displays the list of all tracking classifications that were included in our definition of administration. It groups those classifications into 12 broad functional categories based on the classification title for each position. The purpose of this functional organization of the data are to provide some insight into what categories of administrative positions experienced the greatest change over the 1982 to 1987 period. The categories and representative functions in each category are presented below:

A. Executive Management	Top management, legal counsel, institutional studies
B. Academic Administration	Academic Deans, Associate Deans
C. Human Resource Management	Employee relations, personnel functions
D. Business Services	Accounting, business managers, budget analysts, auditors
E. External Relations	Governmental affairs, public affairs officers
F. Institutional Services	Physical plant operations, facilities planning
G. Library Services	Library directors and associate directors
H. Information Services	Data processing services

Exhibit III-10

Change in Number of Positions and Payroll Costs by Functional Category At The California State University System Between 10/31 1982 and 10/31 1987

(Based on Project Definition of Administration)
(General Fund Only)

	1982 Positions	1987 Positions	Net Change in Positions	Δ%	% of Total Δ	10/31/82 Payroll Costs	10/31/87 Payroll Costs	Δ%
A- Executive Management	149.0	161.6	12.6	8.5%	3.1%	$607,200	$959,493	58.0%
B- Academic Admin.	355.8	390.5	34.7	9.8%	8.7%	$1,275,772	$2,037,339	59.7%
C-Human Resource Mgmt.	115.0	126.5	11.5	10.0%	2.9%	$283,419	$447,929	58.0%
D-Business Services	182.5	216.9	34.4	18.8%	8.6%	$474,956	$778,078	63.8%
E-External Relations	80.6	91.7	11.1	13.7%	2.8%	$198,807	$292,258	47.0%
F-Institutional Services	86.0	110.0	24.0	27.9%	6.0%	$207,033	$357,162	72.5%
G-Library Services	29.0	40.0	11.0	37.9%	2.7%	$105,979	$195,255	84.2%
H-Info. Syst. Services	323.1	416.9	93.8	29.0%	23.4%	$795,043	$1,404,346	76.6%
I-Facility Operations	62.5	79.5	17.0	27.2%	4.2%	$184,347	$326,563	77.1%
J-Student Services	397.5	348.6	-49.0	-12.3%	-12.2%	$1,197,980	$1,451,480	21.2%
K-Other Services	23.5	25.0	1.5	6.4%	0.4%	$76,824	$126,249	64.3%
X-General Purpose Admin.	343.5	541.3	197.8	57.6%	49.4%	$767,691	$1,705,710	122.2%
Total All	2148.0	2548.4	400.4	18.6%	100.0%	$6,175,050	$10,081,862	63.3%
	Mean Monthly Payroll Cost/Position					$2,874.76	$3,956.11	37.6%

Source: Payroll data from the PIMS system.

Additional Notes:

1. Data includes all 19 campuses and systemwide offices and are based on the project definition of administration.
2. Data includes General Fund supported positions only.
3. Position and salary cost data are for the 10/31 payroll for the respective year.

I. Facility Operations	Public safety operations
J. Student Services	Student services programs
K. Other Services	Director of athletics
X. General Purpose Administrative	Administrative program specialists

The reader should note that these functional groupings are purely an analytical construct based on classification titles and do not reflect actual campus or system organizational structures. The titles of each of the categories indicate the types of positions included in each functional group. The only exception is the "X - General Purpose Administrative" category. The classifications included in this category can and are used in a variety of functional areas within the system. Consequently, it was impossible to place these positions (such as Administrative Program Specialist, Administrative Operations Analyst, or Administrative Services Officer) in one of the other specific functional groups.

As Exhibit III-10 illustrates, the General Purpose Administrative (X) category accounted for the largest component (49.4%) of the change in the total number of administrative positions at the CSU. It was followed by Information Systems and Services (H) (23.4% of the total change) and Academic Administration (8.7% of the total). (The reader should note that all of the increase in Information Systems and Services positions occurred at the campus rather than system office level.) The categories with the smallest portion of the total change were Other Services (0.4%), Library Services (2.7%), External Relations (2.8%), Human Resource Management (2.9%), and Executive Management (3.1%).

It should be noted that one of the most heavily used series of classifications in Category X, the Administrative Operations Analyst series (at the II and III level), is not a part of MPP. Positions in this series are included in the Technical and Support Services bargaining unit (RO9). This series was included in our definition of administration because it is reported to the Federal Equal Employment Opportunity Commission in the "professional - non-faculty" (EEO3) category.

Discussions with CSU personnel staff indicated that the typical functions performed by persons in the Administrative Operations Analyst (AOA) series (at the II and III levels) were in keeping with the project definition of administration.

The AOA series, however, was not the only major source of growth in the number of positions in Category X. The Administrative Program Specialist (APS) series, a classification which is included in MPP, also was a significant source of the overall growth in Category X. The AOA series experienced a net growth of 260 positions over the five year period. The APS series experienced a net growth of 141 positions. The growth in these areas was partially offset by declines totalling over 200 positions in several classifications that were phased out during the five year period, such as the Administrative Assistant I and Associate Administrative Analyst series. All of these classifications met our project definition of administration.

In considering the General Purpose Administrative (X) category, the reader should bear in mind that all of the positions in that category meet the project definition of administration. In constructing our definition of administration (see Chapter II) great care was given to determining which positions should be included in the X category so as to eliminate positions that might be in fact be "paraprofessional" or "bridge" classes between clerical/technical positions and administrative positions. As will be discussed later in this report, a large portion of the growth in this category reflects the reclassification of existing staff from non-administrative classifications to administrative classifications during the 1982 to 1987 period.

The 12.3% decline in the Student Services (J) category reflected the effects of a major system-wide reclassification of student services positions in 1984-85. The decline reflects the fact that after the reclassification, fewer student services classifications and positions met the project definition of administration than before. The decline here does not reflect an overall decline in the number of student services professional staff at CSU. We reviewed other information provided by the Chancellor's Office which indicated that the total number of student services professionals increased by approximately 16% during the 1982 to 1987 period.

WHAT FACTORS ACCOUNT FOR CHANGES IN THE NUMBER OF POSITIONS?

In addition to the analysis of the payroll system data on the number and costs of administrative positions and the ratio analysis discussed above, we conducted field visits to 12 CSU campuses to interview appropriate campus staff on the subject of this report. The purpose of the field visits was to develop insight into the factors that contributed to growth or decline in the number of administrative positions, as defined by our study. These 12 campuses accounted for approximately 80% of the total change in administrative positions at the CSU system. In this section, we discuss the factors which contributed to changes in the number of administrative positions based information developed in our campus interviews.

It should be noted that it was not possible, given the limited time and resources available for this study, to conduct a definitive quantitative analysis of the factors behind all of the increase in the number of administrative positions reported above. Such an analysis would have required a detailed manual review of the personnel/position histories of all of the 2,548 administrative positions included in the October 31, 1987 payroll that were not occupied by the same incumbent on October 31, 1982. Such a detailed analysis would have made it possible to assign all changes to specific categories such as "newly created position", "reclassification of existing position to a new classification", etc. While undoubtedly a valuable analysis, such an effort was not possible during this project.

Based on our field interviews, there were three major factors which CSU administrative staff indicated contributed to the increase in the number of administrative positions reported in this study:

- Reclassifications of staff already on the payroll from classes outside of our definition of administration to classes included in our definition.
- Enrollment related workload increases.
- Non-enrollment related changes in workload.

A. Reclassifications

In our campus visits, we reviewed the reported change in the number of administrative positions derived from payroll system data with campus officials familiar with personnel and budget information. We examined changes in each of the 12 functional groupings of positions displayed in Exhibit III-10. For each category, we asked the campus officials to identify the factor or factors which explained any increase or decrease in the number of positions. The possible choices included new programs, state or federal mandates, enrollment related growth, campus or system reorganizations, reclassification of positions, and other causes.

The single most frequently given reason for changes in the number of administrative positions was reclassification of existing positions/staff from classifications outside of our definition to classes included in our definition or the reverse. A reclassification is a personnel transaction, taken in response to an examination of the changes in the duties assigned to a particular position, that results in a given position being assigned a new job classification. From the point of view of an individual campus, such an action does not increase or decrease the number of employees. From the perspective of this study,however, such an action can result in either an increase or decrease in the number of administrative positions that meet the project definition of administration.

This reason was cited in 60% of the specific replies we received from the 12 campuses we visited. (Not every campus reported reasons for change in each of the 12 functional categories since some campuses had no reported change in some of the categories.) The frequency of this response in each of the functional categories is presented in Exhibit III-11, Survey Responses Indicating Reclassification as a Cause of Reported Growth in Number of Administrative Positions. The exhibit shows for each functional category how many of the 12 surveyed campuses reported reclassification as one of the causes for any reported change in the number of administrative positions. Reclassification was cited most frequently as a contributing factor in the Business Services (D) and General Purpose Administrative (X) categories.

Exhibit III-11

Survey Responses Indicating Reclassification as a Cause of Reported Growth in Number of Administrative Positions

	California State University Campus ID #												# Reporting Reclass.	Total # Responding
Functional Category	**CS 4**	**CS 5**	**CL 1**	**CL 2**	**CL 4**	**CL 6**	**CL 8**	**CL 9**	**CL 10**	**CL 11**	**CL 12**	**CL 13**		
A- Executive Management	0	1	1	1	1	n/a	0	1	0	1	1	0	7	11
B- Academic Admin.	0	0	1	1	1	n/a	1	0	0	1	1	0	6	11
C-Human Resource Mgmt.	0	n/a	1	0	1	1	0	1	0	1	1	1	7	11
D-Business Services	1	1	1	1	1	1	1	0	1	1	1	1	11	12
E-External Relations	0	n/a	1	1	0	n/a	1	0	n/a	0	0	1	4	9
F-Institutional Services	n/a	1	1	0	0	0	1	1	1	1	0	1	7	11
G-Library Services	n/a	0	n/a	1	0	0	0	n/a	0	1	0	1	3	9
H-Info. Syst. Services	1	0	0	0	0	0	1	0	1	1	1	1	6	12
I-Facility Operations	0	n/a	1	1	0	0	1	n/a	0	0	n/a	0	3	9
J-Student Services	0	1	1	0	1	0	1	1	0	1	0	1	7	12
K-Other Services	n/a	n/a	n/a	1	n/a	n/a	0	n/a	0	1	n/a	n/a	2	4
X-General Purpose Admin.	1	1	1	1	1	0	1	1	1	1	1	1	11	12
											Totals		74	123

Notes:

1. Response key: 1 = reported reclassifications as a factor contributing to growth in administrative positions.
   0 = reported another reason as cause of growth; did not include reclassification as a reason.
   n/a = did not respond in this category since no growth was reported.

2. Table based on Price Waterhouse/MGT interviews at selected campuses.

Examples of how reclassification resulted in increases in the number of administrative positions at a given campus included the following:

- A person who was on the payroll system in 1982 in a faculty tracking classification (the budgeted position and its cost were in the administrative area of the budget) but who was acting as an institutional researcher was reclassified into an administrative position (Associate, Academic and Institutional Studies Specialist) by 1987. The person continued to perform the same duties.

- A paraprofessional accounting position was reclassified into the professional accountant series. The same person continued in the same function and no additional staff were hired. For purposes of our analysis this reclassification triggers a growth of one position based on our definition of administrative classes.

The reader should be aware that CSU operates its personnel system under statutory authority which provides for CSU to maintain a pay and classification system separate from that applicable to the rest of State service. Decisions concerning reclassifications are made by management of the CSU within a personnel framework approved by the Board of Trustees.

In discussing these reclassification actions, several campuses indicated that a significant (but not quantified) portion of their reclassifications took place in the years immediately after the time collective bargaining was instituted at the CSU system (particularly 1982-3 and 1983-4). As a result of bargaining unit determinations made by the Public Employment Relations Board (PERB), in a number of cases it was felt by management that certain employees, because of the nature of their actual job duties (as opposed to their formal job classifications) should not be included in a bargaining unit, but rather should become part of management.

As a result, positions occupied by certain incumbents were reclassified by management in order to place them outside of collective bargaining units. In most cases, these individuals continued to perform many of the same duties as before, though additional management functions were added commensurate with the new classifications. The effect of these CSU decisions in response to the collective bargaining process was to shift a number of employees who occupied positions outside of our definition of administration in 1982 into classes within the definition in 1987.

B. Enrollment Related Growth

A second major factor reported on several of the campuses we visited was enrollment related growth. In the aggregate, the 18.6% growth in the number of administrative positions (measured using the project methodology) exceeded the 5.1% growth in FTE student enrollment between 1982 and 1987. However, several of the individual CSU campuses (such as San Bernardino [60.0%] and Bakersfield [35.2%]) experienced much more significant growth in enrollment during this time period. With this growth in enrollment came additional budgetary support, faculty, and staff positions pursuant to budgetary formulas used by the State government to allocate resources to the CSU system. At campuses experiencing enrollment growth, additional administrative positions were created in response to the additional workload created by increased enrollment.

C. Non-Enrollment Related Workload Changes

A final major reason cited by CSU administrators to explain changes in the number of administrative positions at individual campuses we visited was non-enrollment related changes in workload. Examples of these additional administrative workload items for which we found supporting evidence during our study included:

1. The increase in budgeted State supported capital outlay at CSU from approximately $27 million in 1982-3 to over $121 million in 1987-8 created a need at the campus level to increase administrative oversight of capital programs.

2. Efforts to improve the quality of student financial aid administration and counseling led to increases in administrative staffing that were not strictly related to changes in enrollment. Additional State budget support was provided for upgrading this function in both 1984-5 and 1985-6. Growth in this area was reflected in some of the changes noted in the General Purpose Administrative category (X) in Exhibit III-10.

3. New initiatives to improve relations with high schools and community colleges to improve student articulation between institutions triggered increases in administrative positions on several campuses. Additional state budget support was explicitly provided in several such cases.

4. A concerted effort to increase student affirmative action programs throughout the system was cited on many campuses as a reason for additional administrative positions. Additional State budget support for this program was provided in the 1984-85 budget.

5. Improved computer education resources at several campuses contributed to growth in staffing in the area of information systems services. Special projects to increase the availability and quality of instructional computing support (such as the Computer Aided Design project at San Luis Obispo) contributed to increases in this functional area.

6. A major new non-instructional program at the Fresno campus (the California Agricultural Technology Institute) increased the number of administrative positions on that campus by 7.5 positions. This is essentially a research and public service program that has little direct relationship to enrollment related workload.

7. The establishment of off-campus centers at several campuses (such as San Diego) created a need for additional administrative positions not directly proportional to the immediate increase in enrollment generated by those centers.

8. Several campuses cited efforts at increasing external fund raising and university development projects as a reason for increased administrative staffing in the external relations function.

9. The installation of new campus owned telephone systems in response to deregulation of the telecommunications industry led to an increase in some administrative positions in the information system services area.

10. Administrative responses to a number of federal and state mandates in areas such as hazardous materials handling and safety, employee benefit accounting and tax policy, and immigration reform were cited as reasons for at least temporary growth in the number of administrative positions on several campuses visited.

Taken as a group, these non-enrollment related changes in workload represent one of the major reasons cited by the campuses for increases in the number of administrative staff. These new programs or enhancements to existing programs represented additional work that was being performed over and above the continuation of previously provided programs and levels of service.

Appendix III-1

Number of Administrative Positions within Project Definition of Administration - by Major Grouping, General Fund Only -

Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
A = Executive Management							
A		1133		Staff Assistant to the Chancellor	1.00	0.00	-1.00
A		1138		Staff Assistant to the Trustee	1.00	0.00	-1.00
A	II	2810	M99	Staff Assistant to the President/Vice President	3.00	1.00	-2.00
A	II	2811	M99	Special Assistant to the President/Vice President	4.50	7.00	2.50
A	III	2812	M99	Executive Assistant to the President *	8.00	6.00	-2.00
A	IV	2812	M99	Executive Assistant to the President *	0.00	1.00	1.00
A	IV	2952	M99	Deputy Provost	0.00	1.00	1.00
A		2960	M99	Vice Chancellor, Administrative Affairs	0.00	0.00	0.00
A		2962	M99	Vice Chancellor, Business Affairs	1.00	1.00	0.00
A		2963	M99	Vice Chancellor, Academic Affairs	1.00	1.00	0.00
A	IV	2965	M99	General Counsel	0.00	0.00	0.00
A		2966	M99	Vice Chancellor and General Counsel	1.00	1.00	0.00
A		2967	M99	Executive Vice Chancellor	1.00	1.00	0.00
A	IV	2968	M99	Assistant Executive Vice Chancellor	1.00	0.00	-1.00
A		2969	M99	Provost & Vice Chancellor, Academic Affairs	0.00	0.00	0.00
A		2970	M99	Vice Chancellor, Development and Public Relations	0.00	0.00	0.00
A		2971	M99	Vice Chancellor, Physical Planning and Development	0.00	0.00	0.00
A		2972	M99	Vice Chancellor, Administration	0.00	0.00	0.00
A		2976	M99	Chancellor of the CSU System	1.00	1.00	0.00
A		2977	M99	President	19.00	19.00	0.00
A	IV	2978	M99	Vice President	32.00	39.00	7.00
A		2979	M99	Vice Chancellor, Faculty and Staff Relations	1.00	1.00	0.00
A	III	2995	M99	Executive Dean *	0.00	4.00	4.00
A	IV	2995	M99	Executive Dean *	15.00	13.50	-1.50
A	III	4578	M99	Administrative Planning Officer	0.00	0.00	0.00
A	IV	4744	M99	Vice President, Business Affairs	2.00	2.00	0.00
A	IV	5239	M99	State University Dean, Institutional Research	1.00	1.00	0.00
A	III	5241	M99	Director of Institutional Studies	10.00	14.60	4.60
A	III	5242	M99	Associate Director of Institutional Studies	3.00	5.00	2.00

Number of Administrative Positions within Project Definition of Administration
- by Major Grouping, General Fund Only -

Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
A	III	5332	M99	Special Assistant to the Chancellor	1.00	1.00	0.00
A	IV	5675	M99	General Secretary	0.00	0.00	0.00
A	II	5690	S99	Supervising Research Technician III	1.00	0.00	-1.00
A	IV	5780	M99	Associate, Academic and Institutional Studies IV	2.00	4.00	2.00
A	III	5782	M99	Associate, Academic & Institutional Studies Specialist II	4.00	5.00	1.00
A		5783	R09	Associate Academic & Institutional Studies II	6.00	5.00	-1.00
A		5784	R09	Associate Academic & Institutional Studies I	3.00	1.00	-2.00
A		5787	R09	Associate Academic & Institutional Studies III	3.00	4.00	1.00
A	III	5789	M99	Associate, Academic & Institutional Studies Specialist III	13.00	13.00	0.00
A	IV	5887	M99	Assistant General Counsel	1.00	1.00	0.00
A	IV	5888	M99	State University Counsel IV	3.00	2.00	-1.00
A	IV	5889	M99	Associate General Counsel *	1.00	1.00	0.00
A		5889		Associate General Counsel *	0.00	0.00	0.00
A	III	5891	M99	State University Counsel III	4.50	4.50	0.00
A	II	5893	M99	State University Counsel II	0.00	0.00	0.00
A	II	5896	M99	State University Counsel I	0.00	0.00	0.00
				- Subtotal A -	149.00	161.60	12.60
B = Academic Administration							
B	IV	0001	M99	Trustee Professor	0.00	2.00	2.00
B	II	2320	M99	Resident Director, International Programs - Academic Yr. *	2.00	0.00	-2.00
B	III	2320	M99	Resident Director, International Programs - Academic Yr. *	0.00	2.00	2.00
B	II	2321	M99	Resident Director, International Programs - 12 Month *	0.00	0.00	0.00
B	III	2321	M99	Resident Director, International Programs - 12 Month *	1.00	3.00	2.00
B	I	2396	C98	Academic Specialist - Academic Year *	0.00	0.00	0.00
B	II	2396	C98	Academic Specialist - Academic Year *	3.25	2.00	-1.25
B	III	2396	C98	Academic Specialist - Academic Year *	11.50	4.00	-7.50
B	I	2397	C98	Academic Specialist - 12 Month *	0.00	0.00	0.00
B	II	2397	C98	Academic Specialist - 12 Month *	25.25	20.75	-4.50
B	III	2397	C98	Academic Specialist - 12 Month *	137.01	165.49	28.48
B	IV	2397	C98	Academic Specialist - 12 Month *	0.00	1.00	1.00
B	IV	2956	M99	Assistant Vice Chancellor, Educ. Programs & Resources	1.00	1.00	0.00

Number of Administrative Positions within Project Definition of Administration - by Major Grouping, General Fund Only -

Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
B	IV	2958	M99	Assistant Vice Chancellor, Academic Affairs	1.00	1.00	0.00
B	III	2980	M99	Dean of the College *	0.00	0.00	0.00
B	IV	2980	M99	Dean of the College *	2.00	0.00	-2.00
B	III	2983	M99	Dean of Instruction *	0.00	48.00	48.00
B	IV	2983	M99	Dean of Instruction *	170.30	135.30	-35.00
B	IV	2985	M99	Director of International Programs	1.00	1.00	0.00
B	III	2988	M99	Director of Overseas Projects	0.00	0.00	0.00
B	III	2993	M99	Assistant Director, International Programs	0.00	1.00	1.00
B	III	2994	M99	Dean of Educational Services and Summer Session *	0.00	0.00	0.00
B	IV	2994	M99	Dean of Educational Services and Summer Session *	0.50	1.00	0.50
B	III	2999	M99	Associate Director, International Programs	0.00	0.00	0.00
B	IV	5131	M99	State University Dean, Faculty Affairs	0.00	1.00	1.00
B		5181	R04	Exended Education Specialist I - Range A	0.00	0.00	0.00
B		5182	R04	Exended Education Specialist II - Range A	0.00	1.00	1.00
B	II	5183	M99	Extended Education Specialist III	0.00	0.00	0.00
B	IV	5235	M99	State University Dean, Educational Programs & Resources	0.00	0.00	0.00
B	IV	5236	M99	State University Dean, New Prog. Devlpmt.&Evaluation	0.00	0.00	0.00
B	IV	5237	M99	State University Dean, Extended Education	0.00	0.00	0.00
B	IV	5238	M99	State University Dean, Academic Affairs	0.00	0.00	0.00
				- Subtotal B -	355.81	390.54	34.73
C = Human Resource Management							
C	IV	2953	M99	Assistant Vice Chancellor, Employee Relations	1.00	1.00	0.00
C	IV	2954	M99	Assistant Vice Chancellor, Faculty and Staff Affairs	0.00	1.00	1.00
C	III	5050	M99	Affirmative Action Program Director	0.00	4.00	4.00
C	III	5051	M99	Affirmative Action Program Officer	0.00	2.00	2.00
C	II	5052	M99	Affirmative Action Program Specialist	0.00	2.00	2.00
C	IV	5132	M99	State University Dean, Faculty and Staff Affairs	0.00	1.00	1.00
C	IV	5133	M99	Faculty and Staff Affairs Specialist	1.00	0.00	-1.00
C	III	5136	M99	Principal Personnel Analyst	5.00	2.00	-3.00
C	III	5139	M99	Senior Personnel Analyst	7.00	8.00	1.00
C	II	5140	M99	Staff Personnel Analyst	2.00	1.00	-1.00

Number of Administrative Positions within Project Definition of Administration
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Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
C	II	5142	M99	Associate Personnel Analyst	1.00	3.00	2.00
C	I	5145	M99	Assistant Personnel Anlayst	0.00	1.00	1.00
C		5151	R09	Personnel Assistant	6.00	2.00	-4.00
C	I	5152	M99	Personnel Management Specialist I *	34.00	22.00	-12.00
C	II	5152	M99	Personnel Management Specialist I *	0.00	0.00	0.00
C	II	5153	M99	Personnel Management Specialist II	37.00	57.50	20.50
C	II	5154	M99	Personnel Officer I	3.00	1.00	-2.00
C	III	5155	M99	Personnel Officer II	11.00	6.00	-5.00
C	III	5156	M99	Personnel Officer III	5.00	10.00	5.00
C	III	5220	M99	Personnel Specialist	2.00	2.00	0.00
				- Subtotal C -	115.00	126.50	11.50
D = Business Services							
D	IV	2950	M99	Assistant Vice Chancellor, Auxiliary & Business Services	0.00	1.00	1.00
D	IV	2955	M99	Assistant Vice Chancellor, Budget Services	1.00	1.00	0.00
D	IV	2961	M99	Assistant Vice Chancellor, Mgmt. & Business Analysis	1.00	1.00	0.00
D	IV	4535	M99	University Auditor	0.00	1.00	1.00
D	III	4538	M99	State University Fiscal Officer	1.00	1.00	0.00
D	IV	4539	M99	Chief, Internal Audit Services	1.00	0.00	-1.00
D	III	4540	M99	Management Auditor II	1.00	2.00	1.00
D	III	4541	M99	Management Auditor I	3.00	1.00	-2.00
D	III	4546	M99	Assistant Chief, Internal Audit Services	0.00	1.00	1.00
D	III	4549	M99	Business Services Specialist	1.00	1.00	0.00
D	III	4550	M99	Financial Manager II	8.00	11.00	3.00
D	III	4551	M99	Financial Manager I	3.00	4.00	1.00
D	III	4552	M99	Accounting Officer II	7.00	9.00	2.00
D	II	4553	M99	Accounting Officer I	6.00	10.50	4.50
D	II	4554	S99	Accountant II	20.00	11.00	-9.00
D		4555	R09	Accountant I	11.50	22.00	10.50
D	II	4557	M99	Accountant Specialist II	3.00	4.00	1.00
D	I	4558	S99	Supervising Accountant I	9.00	13.00	4.00
D	IV	4577	M99	Chief, Fisal Services	0.00	0.00	0.00

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Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
D	III	4741	M99	Business Manager I	5.00	8.00	3.00
D	III	4742	M99	Business Manager II	4.00	4.00	0.00
D	III	4743	M99	Business Manager III *	0.00	2.90	2.90
D	IV	4743	M99	Business Manager III *	15.00	10.00	-5.00
D	IV	4749	M99	Chief, Auxiliary and Business Services	1.00	0.00	-1.00
D	III	4757	M99	Principal Business Analyst	0.00	0.00	0.00
D	II	4780	M99	Procurement and Support Services Officer III	12.00	7.00	-5.00
D	II	4781	M99	Procurement and Support Services Officer II	6.00	7.00	1.00
D	I	4782	M99	Procurement & Support Services Officer I	1.00	5.00	4.00
D	I	4784	S99	Supervising Procurement Assistant	15.00	14.50	-0.50
D	II	5270	S99	Payroll Supervisor III	4.00	6.00	2.00
D	I	5271	S99	Payroll Supervisor II	8.00	9.00	1.00
D	I	5272	S99	Payroll Supervisor I	4.00	4.00	0.00
D	III	5278	M99	Assistant Chief, Fiscal Services	1.00	0.00	-1.00
D	III	5280	M99	Principal Budget Analyst III	4.00	5.00	1.00
D	III	5281	M99	Senior Budget Analyst	0.00	1.00	1.00
D	II	5283	M99	Principal Budget Analyst I	2.00	1.00	-1.00
D		5284	R09	Associate Budget Analyst	3.00	6.00	3.00
D	II	5285	S99	Supervising Associate Budget Analyst	1.00	3.00	2.00
D	II	5286	M99	Associate Budget Specialist	7.00	13.00	6.00
D		5287	R09	Assistant Budget Analyst	12.00	16.00	4.00
D		5288	R09	Supervising Assistant Budget Analyst	1.00	0.00	-1.00
				- Subtotal D -	182.50	216.90	34.40
E = External Relations							
E	III	1405	M99	State University Communications Manager	1.00	0.00	-1.00
E	IV	2957	M99	Assistant Vice Chancellor, Institutional Relations	1.00	0.00	-1.00
E	IV	2990	M99	Director, Public Affairs	1.00	1.00	0.00
E	IV	5327	M99	Director, Governmental Affairs	1.00	1.00	0.00
E	IV	5328	M99	Special Assistant, Governmental Affairs	0.00	0.00	0.00
E		5364		Staff Assistant to Director of Governmental Affairs	0.00	0.00	0.00
E	III	5595	M99	Public Affairs Associate II	2.00	2.00	0.00

Number of Administrative Positions within Project Definition of Administration - by Major Grouping, General Fund Only -

Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
E	III	5596	M99	Public Affairs Associate I	2.00	2.00	0.00
E		5597	R09	Public Affairs Assistant I	13.80	15.67	1.87
E		5598	R09	Public Affairs Assistant II	20.30	29.30	9.00
E	II	5599	M99	Public Affairs Officer I *	20.50	23.00	2.50
E	III	5599	M99	Public Affairs Officer I *	0.00	1.00	1.00
E	III	5600	M99	Public Affairs Officer II	9.00	7.00	-2.00
E	III	5601	M99	Public Affairs Officer III *	9.00	6.00	-3.00
E	IV	5601	M99	Public Affairs Officer III *	0.00	3.70	3.70
				- Subtotal E -	80.60	91.67	11.07
F = Institutional Services							
F	II	0715	M99	Supervisor Of Grounds and Landscape Services	7.00	12.00	5.00
F	I	2030	S99	Chief, Custodial Services I	1.00	1.00	0.00
F	I	2031	S99	Chief, Custodial Services II	4.00	5.00	1.00
F	I	2032	M99	Chief, Custodial Services III	12.00	9.00	-3.00
F	III	2568	M99	Chief State University Facilities Planner	1.00	1.00	0.00
F	III	2570	M99	State University Facilities Planner	2.00	2.00	0.00
F		2572	R09	Space and Facilities Utilization Officer	1.00	1.00	0.00
F	IV	2959	M99	Assistant Vice Chancllor, Physical Planning & Devlopment	1.00	1.00	0.00
F	II	3800	M99	Environmental Health and Occupational Safety Officer	8.00	9.00	1.00
F		3801	R09	Radiation Safety Officer	3.00	5.00	2.00
F	III	3971	M99	Assistant Architect	0.00	0.00	0.00
F	IV	3972	M99	State University Architect	1.00	1.00	0.00
F	III	4015	M99	Energy Management Program Engineer	1.00	1.00	0.00
F	III	4021	M99	Assistant Construction Engineer	0.00	0.00	0.00
F	IV	4022	M99	Construction Engineer	0.00	0.00	0.00
F	II	6695	S99	Chief Engineer II	14.00	15.00	1.00
F	II	6720	M99	Work Control Coordinator	4.00	10.00	6.00
F	II	6737	M99	Assistant Director of Plant Operation	13.00	19.00	6.00
F	II	6745	M99	Chief Of Plant Operation III	1.00	0.00	-1.00
F	II	6746	M99	Chief Of Plant Operation II	1.00	1.00	0.00
F	II	6753	M99	Supervisor Of Building Trades	11.00	17.00	6.00

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				- Subtotal F -	86.00	110.00	24.00
G = Library Services							
G	III	2909	M99	Assistant Director of the Library	0.00	18.00	18.00
G	III	2910	M99	Associate Director of the Library - 12 Month	11.00	4.00	-7.00
G	III	2911	M99	Director of the Library *	0.00	7.00	7.00
G	IV	2911	M99	Director of the Library *	18.00	11.00	-7.00
				- Subtotal G -	29.00	40.00	11.00
H = Information Services							
H	IV	1890	M99	Director, Division of Information Systems	1.00	1.00	0.00
H	IV	1891	M99	Deputy Director, Information Systems	1.00	1.00	0.00
H		1894	R09	Supervising Associate Systems Analyst	4.00	0.00	-4.00
H	III	1895	S99	Supervising Staff Systems Analyst	1.00	13.00	12.00
H	III	1896	S99	Supervising Senior Systems Analyst	10.00	15.00	5.00
H		1897	R09	Staff Systems Analyst	3.00	23.00	20.00
H		1898	R09	Senior Systems Analyst	3.00	3.00	0.00
H	III	1900	S99	Supervising Programmer	16.00	5.00	-11.00
H		1901	R09	Associate Systems Analyst	31.00	67.60	36.60
H		1902	R09	Assistant Systems Analyst	14.75	32.67	17.92
H		1906	R09	Programmer III	22.00	13.00	-9.00
H		1907	R09	Programmer II	71.55	60.50	-11.05
H		1908	R09	Programmer I	44.50	35.60	-8.90
H		1909	R09	Programmer Trainee	15.50	9.00	-6.50
H	III	1913	M99	Associate Director, Information Systems *	2.00	4.00	2.00
H	IV	1913	M99	Associate Director, Information Systems *	0.00	0.00	0.00
H	III	1915	M99	Supervising Systems Analyst	6.00	6.00	0.00
H	III	1925	M99	Manager, Data Processing Services	3.00	0.00	-3.00
H		1935	R09	Assistant Systems Software Specialist	5.00	16.50	11.50
H		1936	R09	Associate Systems Software Specialist	12.75	34.00	21.25
H		1937	R09	Staff Systems Software Specialist	1.00	16.00	15.00
H		1938	R09	Senior Systems Software Specialist	2.00	4.00	2.00
H	III	1943	S99	Supervising Senior Systems Software Specialist	2.00	3.00	1.00

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H		1947	R09	Instructional Computing Consultant III	15.00	18.00	3.00
H	III	1948	M99	Instructional Computing Consultant IV	0.00	0.00	0.00
H	III	1951	M99	Data Processing Manager I	9.00	11.00	2.00
H	III	1952	M99	Data Processing Manager II	12.00	8.00	-4.00
H	III	1953	M99	Data Processing Manager III *	10.00	6.00	-4.00
H	IV	1953	M99	Data Processing Manager III *	0.00	4.00	4.00
H	III	1957	S99	Supervising Instructional Computing Consultant III	4.00	7.00	3.00
H		6910	R09	Telecommunications Analyst	1.00	0.00	-1.00
				- Subtotal H -	323.05	416.87	93.82
I = Facility Operations							
I	II	2468	M99	Vocational Instructor, Building Program - Academic Yr. *	0.00	0.00	0.00
I	III	2468	M99	Vocational Instructor, Building Program - Academic Yr. *	1.00	0.00	-1.00
I	I	2469	M99	Vocational Instructor, Building Program - 12 Month *	2.00	0.00	-2.00
I	II	2469	M99	Vocational Instructor, Building Program - 12 Month *	0.00	2.00	2.00
I	III	2469	M99	Vocational Instructor, Building Program - 12 Month *	2.00	6.00	4.00
I	III	6738	M99	Associate Director of Plant Operation	7.00	9.00	2.00
I	III	6739	M99	Director of Plant Operation I	2.00	1.00	-1.00
I	III	6740	M99	Director of Plant Operation II	3.00	4.00	1.00
I	III	6741	M99	Director of Plant Operation III	11.00	11.50	0.50
I	III	6744	M99	Chief of Plant Operation IV	1.00	0.00	-1.00
I	II	8355	M99	Supervising Public Safety Officer II	15.50	26.00	10.50
I	III	8358	M99	State University Security Coordinator	1.00	1.00	0.00
I	III	8359	M99	Public Safety Specialist	0.00	0.00	0.00
I	II	8361	M99	Director of Public Safety I	2.00	2.00	0.00
I	II	8362	M99	Director of Public Safety II *	0.00	1.00	1.00
I	III	8362	M99	Director of Public Safety II *	9.50	7.00	-2.50
I	III	8363	M99	Director of Public Safety III	5.50	9.00	3.50
I	III	8364	M99	Director of Public Safety and Fire Protection	0.00	0.00	0.00
				- Subtotal I -	62.50	79.50	17.00
J = Student Services							
J		2658		Student Affairs Officer IV- 12 month	40.10	0.00	-40.10

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J		2659		Student Affairs Officer IV- Acad. Year	31.13	0.00	-31.13
J		2660		Student Affairs Officer V- 12 month	27.25	0.00	-27.25
J		2661		Student Affairs Officer V- Acad. Year	40.05	0.00	-40.05
J		2663	R04	Supervising Student Affairs Assistant III	8.00	0.00	-8.00
J		2664	R04	Supervising Student Affairs Assistant IV	3.00	0.00	-3.00
J		2665	R04	Supervising Student Affairs Assistant II - 12 month	16.50	0.00	-16.50
J	II	2669	M99	Student Affairs Program Officer III - 12 Month	11.50	0.00	-11.50
J	II	2670	M99	Student Affairs Program Officer III - Academic Year	0.00	0.00	0.00
J		2671		Supervising Student Affairs Officer IV- 12 month	21.00	0.00	-21.00
J	II	2673	M99	Student Affairs Program Officer IV - 12 Month *	42.00	0.00	-42.00
J	III	2673	M99	Student Affairs Program Officer IV - 12 Month *	0.00	0.00	0.00
J	II	2674	M99	Student Affairs Program Officer IV - Academic Year	2.00	0.00	-2.00
J	III	2675	M99	Student Affairs Program Officer V - 12 Month	108.50	0.00	-108.50
J	III	2676	M99	Student Affairs Program Officer V - Academic Year	8.50	0.00	-8.50
J		2986		Associate Dean Activities	1.00	1.00	0.00
J	III	2998	M99	Dean of Students *	0.00	4.00	4.00
J	IV	2998	M99	Dean of Students *	19.00	13.00	-6.00
J	II	3091	S99	Supervising Student Services Prof. I- 12 month	0.00	12.00	12.00
J	II	3092	S99	Supervising Student Services Prof. I- Acad. Year	0.00	0.00	0.00
J	II	3093	S99	Supervising Student Services Prof. II- 12 month	0.00	22.00	22.00
J	II	3094	S99	Supervising Student Services Prof. II- Acad. Year	0.00	0.00	0.00
J	II	3095	S99	Supervising Student Services Prof. III- 12 month	0.00	8.00	8.00
J	II	3096	S99	Supervising Student Services Prof. III- Acad. Year	0.00	0.00	0.00
J	I	3101	M99	Student Services Professional - Management I - 12 Month *	0.00	0.00	0.00
J	II	3101	M99	Student Services Professional - Management I - 12 Month *	0.00	41.35	41.35
J	II	3102	M99	Student Services Professional - Management II - 12 Month	0.00	78.00	78.00
J	III	3103	M99	Student Services Professional - Mgmt. III - 12 Month	0.00	60.00	60.00
J	III	3104	M99	Student Services Professional - Mgmt. IV - 12 Month	0.00	77.20	77.20
J	II	3105	M99	Student Services Professional - Management I - Acad.Yr.	0.00	1.00	1.00
J	II	3106	M99	Student Services Professional - Management II - Acad.Yr.	0.00	2.00	2.00
J	II	3107	M99	Student Services Professional - Mgmt. III - Academic Yr. *	0.00	0.00	0.00

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J	III	3107	M99	Student Services Professional - Mgmt. III - Academic Yr. *	0.00	6.00	6.00
J	III	3108	M99	Student Services Professional - Mgmt. IV - Academic Yr.	0.00	7.00	7.00
J	I	4694	M99	Housing Manager II	1.00	1.00	0.00
J	I	4695	S99	Housing Manager I	0.00	0.00	0.00
J	IV	5233	M99	State University Dean, Student Affairs	1.00	1.00	0.00
J		5250	R09	Special Assistant EOP	0.00	0.00	0.00
J	III	7752	M99	Director, Student Health Services - 12 Month *	0.00	1.00	1.00
J	IV	7752	M99	Director, Student Health Services - 12 Month *	15.00	13.00	-2.00
J	III	7753	M99	Director, Student Health Services - 10 Month *	1.00	0.00	-1.00
J	IV	7753	M99	Director, Student Health Services - 10 Month *	0.00	0.00	0.00
				- Subtotal J -	397.53	348.55	-48.98
K = Other Services							
K	II	0630	S99	Farm Supervisor II	1.00	1.00	0.00
K	II	0631	S99	Farm Supervisor III	2.00	2.00	0.00
K	III	2370	M99	Director of Athletics - 12 Month *	16.50	16.00	-0.50
K	IV	2370	M99	Director of Athletics - 12 Month *	0.00	4.00	4.00
K	III	2371	M99	Director of Athletics - 10 Month	1.00	0.00	-1.00
K	III	2372	M99	Director of Athletics - Academic Year	0.00	0.00	0.00
K	III	2801	M99	Educational Television Station Mgr, San Diego S. Univ. *	0.00	0.00	0.00
K	IV	2801	M99	Educational Television Station Mgr, San Diego S. Univ. *	1.00	1.00	0.00
K	III	4543	M99	Financial Advisor II, Auxiliary Organizations	1.00	1.00	0.00
K	III	4544	M99	Financial Advisor I, Auxiliary Organizations	1.00	0.00	-1.00
K	III	4751	M99	Financial Management Specialist, Auxiliary Enterprises	0.00	0.00	0.00
				- Subtotal K -	23.50	25.00	1.50
X = General Purpose Administrative							
X		2974	M99	Trustee, Cal State University	0.00	0.00	0.00
X	III	4579	M99	Administrative Service Officer III	0.00	1.00	1.00
X	III	4580	M99	Administrative Service Officer II	1.00	1.00	0.00
X	II	4583	M99	Administrative Service Officer I	0.00	0.00	0.00
X	III	4590	M99	Management Services Specialist	1.00	1.00	0.00
X		4660	E99	Special Consultant	0.00	0.00	0.00

Number of Administrative Positions within Project Definition of Administration - by Major Grouping, General Fund Only -

Group	MPP Admin Level	Class Code	CB ID	Classification Title	# Posit. 10/31/82	# Posit. 10/31/87	Change # Pos. 1982 to 1987
X		5205	R09	Staff Trainee	0.00	0.00	0.00
X		5243	R09	Senior Administrative Analyst	9.00	0.00	-9.00
X		5246	R09	Associate Administrative Analyst	24.60	0.00	-24.60
X	II	5247	S99	Supervising Associate Administrative Analyst	5.00	5.00	0.00
X		5249	R09	Assistant Administrative Analyst (83-84)	22.00	0.00	-22.00
X		5251	R09	Supervising Assistant Administrative Analyst	7.00	0.00	-7.00
X	I	5261	M99	Administrative Program Specialists I	6.03	37.50	31.47
X	I	5262	M99	Administrative Program Specialist II *	0.00	0.00	0.00
X	II	5262	M99	Administrative Program Specialist II *	39.00	114.75	75.75
X	III	5262	M99	Administrative Program Specialist II *	0.00	0.00	0.00
X	II	5263	M99	Administrative Program Specialist III *	0.00	1.00	1.00
X	III	5263	M99	Administrative Program Specialist III *	27.00	60.00	33.00
X		5330	R09	Federal Programs Coordinator	0.00	0.00	0.00
X		5342	R09	Administrative Operations Analyst II	0.00	196.65	196.65
X		5343	R09	Administrative Operations Analyst III	0.00	63.40	63.40
X		5358	R09	Administrative Assistant II	29.50	0.00	-29.50
X	II	5359	S99	Supervising Administrative Assistant II	17.00	20.00	3.00
X		5361	R09	Administrative Assistant I	116.90	0.00	-116.90
X	I	5362	S99	Supervising Administrative Assistant I *	38.50	40.00	1.50
X	II	5362	S99	Supervising Administrative Assistant I *	0.00	0.00	0.00
				- Subtotal X -	343.53	541.30	197.77
	Total All	306		**- Grand Total General Fund Only -**	**2148.02**	**2548.43**	**400.41**

* = Classification in more than 1 AGL

CHAPTER IV
SIZE AND GROWTH OF ADMINISTRATION AT COMPARISON INSTITUTIONS

INTRODUCTION

In this chapter, we present our findings resulting from surveys of other states. We have organized the chapter into major subdivisions, including:

- An introduction describing the institutions selected, criteria for selection, demographic characteristics, and selected survey responses; and

- A summary of survey responses related to the size and growth of administration at the comparison institutions, including:

    - Absolute size comparisons
    - Indexed size comparisons
    - Absolute growth comparisons
    - Indexed growth comparisons

There were a total of 23 out-of-state comparison institutions and eight comparison system offices for which on-site visits were conducted to collect survey data. Institutions were located in 11 states nationwide and included:

SMALL CAMPUS COMPARISON GROUP

University	Location
Kearney State University	Nebraska
McNeese State University*	Louisiana
University of West Florida	Florida
Southern Connecticut University	Connecticut

Western Carolina*	North Carolina
University Wisconsin-LaCrosse	Wisconsin
Central Connecticut University	Connecticut

Average 1987 Student FTE	7,205
CSU Small Campus Average	4,642

LARGE CAMPUS COMPARISON GROUP

University	Location
University of Central Florida	Florida
CUNY City College	New York
Mankato State University	Minnesota
Memphis State University	Tennessee
University of North Carolina, Charlotte	North Carolina
University of Southwestern Louisiana	Louisiana
SUNY College, Buffalo	New York
University of Wisconsin, Eau Claire	Wisconsin
CUNY Hunter College	New York
Georgia State University	Georgia
Illinois State University	Illinois
University of South Florida*	Florida
Southwest Texas State University	Texas
SUNY Albany	New York
University of Texas, Arlington	Texas
University of Wisconsin, Milwaukee**	Wisconsin

Average 1987 Student FTE	13,389
CSU Large Campus Average	17,348

* Data excluded from report due to unavailability of 1987 information.

** Survey data received too late for inclusion in this report.

Evaluating the size and growth of administration in comparison institutions required assessing a variety of factors including:

- Type of institution;
- Educational emphasis;
- Demographic characteristics (i.e., service region, acreage/square feet maintained, number of degree programs offered);
- Role of system offices;
- Program accreditation;
- Collective bargaining;
- Organizational structure; and
- Non-state funded activities.

Other measurable factors such as local/state economic conditions and regional sociological trends can have a dramatic impact on size and growth. However, due to the time and resource constraints of this study, the consultant team focused its analysis on the factors listed above. Descriptions of the methodologies used to select comparison institutions, design of survey instruments, and method of gathering on-site data are presented in Appendix 2 of this report.

DEMOGRAPHIC AND PROGRAM CHARACTERISTICS

The following data presents overall demographic characteristics reported from the surveys for both CSU and the comparison institutions. Statistics provided are the mean values for the 19 CSU campuses and comparison institutions responding.

TYPE OF INSTITUTION

Carnegie Class	CSU	Comparison Inst.
Comp I*	100%	79%
Other**		21%

PHYSICAL PLANT

CSU	Comparison Inst.
1.7 sites	1.9 sites
675 acres	474.5 acres
1,614,090 Sq. Ft.	2,543,935 Sq. Ft.

* Comprehensive I - similar scope, role, and mission

** Comparison institutions include three universities designated Doctoral I or II and one Research II institution, as designated by the Carnegie Foundation classification system.

CAMPUS LOCATION

CSU	Comparison Inst.
52% Urban	57.9% Urban
11% Rural	15.8% Rural
37% Mixed	26.3% Mixed

SERVICE AREA

CSU	Comparison Inst.
52% Regional	33% Regional
42% State	45% State
6% National	22% National/ Multi-State

AVERAGE NO. OF ACADEMIC PROGRAMS

CSU	Comparison Inst.
79	103

AVERAGE NO. OF SCHOOLS/COLLEGES

CSU	Comparison Inst.
6	6

% RESIDENTIAL/ COMMUTER

CSU	Comparison Inst.
22% Residential 78% Commuter	20% Residential 80% Commuter

In addition to the demographic characteristics outlined above, we asked comparison institutions about their continuing education programs and the role of their system office. The following paragraphs summarize responses.

CONTINUING EDUCATION

All of the comparison institutions responding to this survey question indicated they offer continuing education programs. Sixty-five percent indicated that these programs are administered with state funds. All CSU campuses responding also indicated they offer continuing education programs but they are administered with non-state funds.

SYSTEM OFFICE ROLE

All of the comparison institutions for which data were collected for this study are part of a state's system of colleges and/or universities. We surveyed institutions to determine the level of involvement of their particular system office in policy, program, and coordinative functions including:

- Long-Range Master Planning;
- Curriculum Development;
- Personnel Administration;
- Collective Bargaining;
- Capital Budgeting;
- Procurement;
- Program Budgeting;
- Internal Audit;
- Legal Services;
- Legislative Relations;
- MIS/Data Processing; and
- Financial Management.

Each survey respondent was asked to indicate whether the role played by the system office is major, minor, or equal to that of the campus. Comparison institutions responses indicate their systems are most like CSU in capital budgeting, collective bargaining, legal services, and legislative relations. The most dissimilar roles appear to be in the areas of personal administration, program budgeting, and financial management. Each function is described below, as answered in the survey by the comparison institutions and the CSU System Office.

Master Planning

Thirty-two percent of the responding comparison institutions indicated their system office has a major role in master planning. Forty-seven percent indicated a minor role, and twenty-one percent indicated a role equal to the campus responsibility. The California State University System Office plays a major role in master planning.

Curriculum Development

Forty-two percent of comparison campuses responding indicated the system office has a major role in curriculum development. Thirty-two percent indicated a minor role. Five percent indicated a role equal to the campus responsibility and twenty-one percent indicated no role. The CSU System Office plays a major role in curriculum development, with input from the individual CSU campuses.

Personnel Administration

Sixty-five percent indicated a minor system office role in personnel administration. Ten percent indicated a major role, ten percent indicated no role and fifteen percent indicated a role equal to the campus responsibility. The CSU System Office has a major role in this category.

Collective Bargaining

Sixty-four percent of those campuses with collective bargaining agreements indicated that the system office plays a major role. Nine percent indicated a minor role, nine percent indicated an equal role and eighteen percent stated the system plays no role in collective bargaining. Twenty-four percent of the comparison institutions responding are not under collective bargaining. The CSU System Office has a major role in the collective bargaining function of the California State University.

Capital Budgeting

Most of the respondents, sixty-one percent, indicated the system office plays a major role in capital budgeting. Twenty-eight percent indicated a minor role and eleven percent indicated a role equal to campus responsibility. The CSU System Office maintains a major role in capital budgeting for the campuses.

Procurement

Seventy-two percent of campuses responding indicated the system office plays a minor role in procurement. None indicated a major role or role equal to the campus. Twenty-eight percent indicated no role by the system office. The CSU System Office has a role equal to that of each CSU campus in this function.

Program Budgeting

Most of the respondents, sixty-three percent, indicated the system office plays a minor role in program budgeting. Sixteen percent indicated a major role, sixteen percent indicated an equal role and five percent indicated no role. The CSU System Office indicated it maintains a major role in program budgeting (each campus supplies relevant budget documents to the system office).

Internal Audit

Forty-two percent of the comparison institutions reported internal audit as a minor role of their system office. Twenty-six percent indicated a role equal to the campus, eleven percent indicated a major role, and twenty-one percent indicated no role in internal audit. The CSU System Office plays a minor role in the area of internal auditing.

Legal Services

Forty-two percent of respondents reported a major system role in providing legal services. Thirty-seven percent indicated a minor role while eleven percent indicated an equal role and ten percent indicated no role. The CSU System Office plays a major role in providing legal services to campuses.

Legislative Relations

Eighty-nine percent of comparison campuses responding stated the system office plays a major role in legislative relations. Other campuses reported either a minor or equal role. The CSU System Office plays a major role in the category.

MIS/Data Processing

Forty percent of campuses responding indicated that the system office plays a minor role in MIS/Data Processing. Twenty-five percent indicated a major role while ten percent indicated an equal role. Twenty-five percent indicated no system office role. The CSU System Office plays a role equal to each campus in this category.

Financial Management

Most institutions, fifty-three percent, reported that the system office plays a minor role in financial management. Thirty-two percent indicated an equal role, eleven percent reported no system office role, and four percent reported the system office plays a major role. The CSU System Office plays a major role in financial management.

SURVEY RESPONSES ON THE SIZE AND GROWTH OF ADMINISTRATION

In this section, we have arrayed survey responses from CSU and comparison institutions for several key size and growth factors in a series of exhibits. Confidentiality has been maintained by assigning identifier codes to each institution. CSU campuses are coded with a preceding "C" to differentiate them from comparison institutions.

Although the arrays may reveal interesting comparisons, extreme caution should be exercised in interpreting this data. Several factors should be considered when reviewing the exhibits, including:

- The limited sample size;
- Potential survey misinterpretation by respondents (not all were equally prepared for consultant site visits);
- Lack of available data on some campuses;
- Varying sources of survey information (i.e., accounting, payroll, budget references); and
- Time constraints which precluded extensive review and clarification of the data.

We have presented mean and median values for three groupings of institutions for each comparison; 1) CSU campuses, 2) all comparison institutions, and 3) CSU and comparison institutions. We believe due to the influence of extreme values, median values are most useful for analysis.

It is important to note that all institutions did not respond to all questions. Therefore, arrays vary according to the number of respondents.

Size Factors

It is also important to note that the exhibits in this section present statistics which reflect the relative size of administration at CSU compared to surveyed institutions. CSU is larger overall than the comparison institutions as demonstrated in the exhibit on the next page:

1987

Factor	CSU Mean	Comparison Institutions Mean	Size Difference
Student FTE	13,335	11,762	+13.4%
Student Enrollment	21,122	15,404*	+37.1%

*The percentage difference between CSU student enrollment and FTE is 58% compared to 31% for the surveyed institutions, indicating a much higher part-time student complement at CSU.

For comparison, the exhibit below presents the same data for 1982.

1982

Factor	CSU Average (x)	Comparison Institutions Average (x)	Size Difference
Student FTE	12,684	11,223	+13.0%
Student Enrollment	19,820	14,191	+39.7%

SIZE COMPARISON TABLES

The exhibits which follow present comparisons of CSU campuses and other states institutions for key size factors, including:

- Number of Administrators
- Student FTE
- Student Headcount (Enrollment)
- Faculty
- Staff
- Administrative Salary Costs
- Total Budgets

Size data and key ratios are presented in four exhibits, two for comparison institutions and two for CSU campuses. Each exhibit is divided in two parts, data reported and ratios which index the data on administrative positions to a related base for comparison. Exhibit IV-1 presents key size information for CSU campuses in 1982. Exhibit IV-2 presents the same information for comparison institutions which responded to our survey. Exhibit IV-3 presents CSU information for 1987 and Exhibit IV-4 reflects comparison institution data for the same year. At the bottom of each exhibit column, the mean, median, number of respondents (N), and if applicable, the weighted mean for each key statistic is displayed. Narrative comments in this chapter refer to median comparisons unless otherwise stated.

Section 1 - Data

The first column on each exhibit, entitled "Admin.FTE" reflects the number of administrators reported or, in the case of CSU, derived from payroll data. The number reported was based on the definition of administration outlined in Chapter II. In both 1982 and 1987, the median number of administrators at comparison institutions was slightly higher than that found in CSU.

The second column in each exhibit entitled "State Admin. Salaries" presents the total payroll costs for the administrative positions reported.

The third column in each exhibit entitled "Student FTE" reflects the number of student FTE reported in each comparison institution. The median FTE for CSU is more than 48% higher than the median for comparison institutions in 1987.

The fourth column in each exhibit entitled "Student Enrollment" presents the fall headcount reported for each institution. The median headcount for CSU is approximately 19% higher than the median for the comparison institutions in 1987.

The fifth column shows the total "State Support Budget" reported by each respondent. The amount reported includes all state appropriations including tuition and fees. It excludes funds from all other sources such as grants, auxiliary enterprises, and educational activities program. Also deducted are funds for capital outlay, research programs, doctoral programs, and other funds not consistent with the CSU scope or mission. Total support budgets for CSU are, on the average, almost two times that of comparison schools.

Column six presents the number of faculty reported by each school to be employed in the fall of each respective year. CSU has more faculty per campus as expected given their overall larger student population.

The last column in the "Data" section of each exhibit exhibits the number of non-faculty staff in each institution. CSU campuses on the average have approximately 33% more non-faculty staff than the comparison institutions, again reflective of their larger size.

Section 2 - Size Ratios

In this section of each exhibit, we present the size of administration based on relative factors such as:

- Per 1,000 student FTE;
- Per 1,000 student enrollment;
- Per total support budget;
- Per 100 faculty; and
- Per 100 non-faculty staff.

On every measure, CSU appears to have fewer administrators in relation to the key factors listed above. In 1987, comparison institution ratios are from 40% to 50% above those of CSU. Further analysis of survey responses reveals that some of this variance may be due to the definitional problems associated with gathering data on administrators from the out-of-state institutions. While these ratios were high for comparison institutions, the ratios for total non-faculty staff to the factors above were much more consistent, varying less than 10% from CSU's results. For example, the median total staff per one thousand student FTE is 64.2 for CSU campuses and 63.3 for comparison institutions. This may indicate that some staff which should have been excluded by our definition of administration were reported as administrators.

Exhibit IV-1

1982 Data - CSU Campuses

I.D.	Admin. FTE (GF)	State Admin. Salaries(GF) (Mo.)	Student FTE	Student Enrollment	StateSupport Budget	Total Faculty	Non-Fac. Staff	Av. Sal.Cost/ Admin. Pos.
CS1	43	125,118	2,403	3,334	16,098,849	170	262	$2,923
CS2	71	204,787	5,761	8,322	27,845,325	354	448	$2,882
CS3	65	196,453	6,442	7,047	34,936,910	477	573	$3,041
CS4	54	160,013	3,689	5,060	19,822,340	226	347	$2,991
CS5	70	191,093	4,274	5,552	24,721,485	299	407	$2,712
CS6	42	126,556	3,118	4,276	17,578,720	214	260	$3,050
CL1	92	264,190	12,530	14,024	54,543,410	774	750	$2,866
CL2	113	327,085	13,349	16,170	61,507,582	856	868	$2,907
CL3	86	241,758	9,454	11,624	43,150,194	565	641	$2,803
CL4	134	383,672	16,191	21,668	70,773,083	955	1,107	$2,857
CL5	101	288,824	14,261	16,558	58,094,217	766	794	$2,860
CL6	102	304,542	15,153	15,486	65,625,948	911	909	$2,997
CL7	129	355,426	15,889	23,399	61,799,482	926	890	$2,750
CL8	169	469,550	22,237	32,034	86,300,009	1,254	1,302	$2,775
CL9	132	378,221	19,743	28,134	76,094,301	1,124	1,126	$2,860
CL10	116	325,533	16,937	21,671	66,832,771	1,041	964	$2,808
CL11	179	486,658	23,713	31,642	97,737,835	1,441	1,485	$2,718
CL12	130	357,188	17,672	24,386	71,943,232	1,139	1,066	$2,758
CL13	111	320,495	18,174	25,427	77,447,550	1,134	1,218	$2,900
TOTAL	1937	5,507,161	240,990	315,814	1,032,853,243	14,624	15,417	N/A
WTD Mean	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$2,842
Median	102	304,542	14,261	16,170	61,507,582	856	868	$2,860
N	19	19	19	19	19	19	19	19
Simple Mean	102.0	289,850.6	12,683.7	16,621.8	54,360,697.0	769.7	811.4	N/A

1982 Ratios - CSU Campuses

I.D.	Admin./ 1000 FTE	Admin./ 1000 Enrol.	Admin. $/ State Bud.	Admin./ 100 Faculty	Admin./ 100 NF Stf.	Non-Fac./ 1000 FTE
CS1	17.8	12.8	9.3%	25.2	16.3	109.0
CS2	12.3	8.5	8.8%	20.1	15.9	77.8
CS3	10.0	9.2	6.7%	13.5	11.3	88.9
CS4	14.5	10.6	9.7%	23.7	15.4	94.1
CS5	16.5	12.7	9.3%	23.6	17.3	95.2
CS6	13.3	9.7	8.6%	19.4	16.0	83.4
CL1	7.4	6.6	5.8%	11.9	12.3	59.9
CL2	8.4	7.0	6.4%	13.1	13.0	65.0
CL3	9.1	7.4	6.7%	15.3	13.5	67.8
CL4	8.3	6.2	6.5%	14.1	12.1	68.4
CL5	7.1	6.1	6.0%	13.2	12.7	55.7
CL6	6.7	6.6	5.6%	11.2	11.2	60.0
CL7	8.1	5.5	6.9%	14.0	14.5	56.0
CL8	7.6	5.3	6.5%	13.5	13.0	58.6
CL9	6.7	4.7	6.0%	11.8	11.7	57.0
CL10	6.8	5.4	5.8%	11.1	12.0	56.9
CL11	7.6	5.7	6.0%	12.4	12.1	62.6
CL12	7.3	5.3	6.0%	11.4	12.1	60.3
CL13	6.1	4.3	5.0%	9.7	9.1	67.0
WTD Mean	8.0	6.1	6.4%	13.2	12.6	64.0
Median	8.1	6.6	6.5	13.5	12.7	65.0
N	19	19	19	19	19	19
Simple Mean	9.6	7.3	6.9%	15.2	13.2	70.7

1982 Data - Comparison Institutions

I.D.	Admin. FTE	State Admin. Salaries (Ann.)	Student FTE	Student Enrollment	StateSupport Budget	Faculty	Non-Fac. Staff	Mon. Sal. Cost/ Admin. Pos.
S1	35	979,825	5,829	7,716	13,825,949	244	235	$2,350
S3	127		3,064	5,200	22,508,884	270	419	
S4	52	1,671,949	7,893	10,481	23,273,693	445	404	$2,679
S6	71	2,126,268	7,960	8,659	26,476,436	548	312	$2,496
S7	44	1,550,953	8,538	12,487	25,221,425	473	497	$2,937
L9	218	6,458,407	8,562	14,239	37,632,628	490	581	$2,469
L10	158		11,143	13,527	56,413,000	688	687	
L11	75	2,376,693	11,290	14,210	33,310,602	526	425	$2,658
L12			14,885	20,046	46,189,033	861	1,344	
L13	196		8,477	10,069	32,118,209	418	685	
L14	91	2,615,253	13,588	15,729	33,540,823	611	813	$2,395
L15	98	2,846,830	9,385	11,430	52,797,676	462	633	$2,421
L16	112	3,263,305	10,242	10,883	31,361,078	520	526	$2,428
L1	140	3,595,937	12,101	17,373	74,100,000	783	711	$2,140
L2	383	9,987,051	16,291	20,954	61,468,397	882	1,918	$2,173
L3			18,252	20,565	59,093,200	956	1,501	
L5	101	2,070,000	15,442	18,101	34,159,553	568	781	$1,708
L6	218	6,242,855	14,000	15,795	47,334,800	752	1,460	$2,386
L7			16,287	22,171	44,516,644	855	1,400	
TOTAL	2118	45,785,326	213,229	269,635	755,342,030	11,352	15,332	N/A
WTD Mean	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$2,330
Median	107	2,615,253	11,143	14,210	34,159,553	548	685	$2,421
N	16	13	19	19	19	19	19	13
Simple Mean	132.4	3,521,948.2	11,222.6	14,191.3	39,754,843.7	597.5	806.9	N/A

1982 Ratios - Comparison Institutions

I.D.	Admin./ 1000 FTE	Admin./ 1000 Enrol.	Admin. $/ State Bud.	Admin./ 100 Faculty	Admin./ 100 Tot. Stf.	Non-Fac. / 1000 FTE
S1	6.0	4.5	7.1%	14.2	14.8	40.3
S3	41.4	24.4		46.9	30.2	136.7
S4	6.6	5.0	7.2%	11.7	12.9	51.2
S6	8.9	8.2	8.0%	13.0	22.8	39.2
S7	5.2	3.5	6.1%	9.3	8.9	58.2
L9	25.5	15.3	17.2%	44.5	37.5	67.9
L10	14.2	11.7		23.0	23.0	61.7
L11	6.6	5.2	7.1%	14.2	17.5	37.6
L12						90.3
L13	23.1	19.5		46.9	28.6	80.8
L14	6.7	5.8	7.8%	14.9	11.2	59.8
L15	10.4	8.6	5.4%	21.2	15.5	67.4
L16	10.9	10.3	10.4%	21.5	21.3	51.4
L1	11.6	8.1	4.9%	17.9	19.7	58.8
L2	23.5	18.3	16.2%	43.4	20.0	117.7
L3						82.2
L5	6.5	5.6	6.1%	17.8	12.9	50.6
L6	15.6	13.8	13.2%	29.0	14.9	104.3
L7						86.0
WTD Mean	12.9	10.2	9.3%	24.4	19.1	71.9
Median	10.7	8.4	7.2%	19.6	18.6	61.7
N	16	16	13	16	16	19
Simple Mean	13.9	10.5	9.0%	24.3	19.5	70.6

Exhibit IV-3

1987 Data - CSU Campuses

I.D.	Admin. FTE (GF)	State Admin Salaries (GF) (Mo.)	Student FTE	Student Enrollment	StateSupport Budget	Total Faculty	Non-Fac. Staff	Av. Sal. Cost/ Admin. Pos.
CS1	51	205,044	3,250	4,642	27,766,357	228	300	$4,017
CS2	88	352,670	5,200	7,869	38,719,345	319	444	$4,010
CS3	77	308,971	5,500	6,252	47,471,958	409	555	$3,994
CS4	78	296,951	5,900	8,367	40,141,422	349	458	$3,807
CS5	67	254,994	4,450	6,159	35,882,913	311	420	$3,818
CS6	53	224,791	3,550	4,971	28,138,984	236	291	$4,241
CL1	112	436,767	13,300	15,457	85,438,064	841	826	$3,909
CL2	173	686,394	14,400	18,364	101,301,021	913	913	$3,973
CL3	97	375,863	9,850	12,388	65,231,561	561	663	$3,895
CL4	152	581,304	15,650	20,912	98,372,693	926	1,014	$3,822
CL5	124	490,463	15,200	18,317	93,998,725	826	887	$3,963
CL6	127	520,375	15,570	16,049	103,497,721	948	1,000	$4,097
CL7	123	485,811	16,500	24,317	93,581,783	953	962	$3,946
CL8	209	804,034	23,200	34,926	130,378,271	1,266	1,383	$3,854
CL9	146	581,318	20,600	29,718	114,379,277	1,190	1,156	$3,976
CL10	132	520,214	17,950	24,128	106,080,109	1,065	1,061	$3,929
CL11	209	796,192	25,800	36,280	150,862,300	1,562	1,647	$3,816
CL12	160	609,404	18,400	26,002	108,823,417	1,145	1,151	$3,808
CL13	154	606,632	19,100	27,549	115,399,548	1,201	1,243	$3,937
TOTAL	2331	9,138,193	253,370	342,667	1,585,465,469	15,248	16,374	N/A
WTD Mean	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$3,920
Median	124	490,463	15,200	18,317	93,998,725	913	913	$3,937
N	19	19	19	19	19	19	19	19
Simple Mean	122.7	480,957.5	13,335.3	18,035.1	83,445,551.0	802.5	861.8	N/A

1987 Ratios - CSU Campuses

I.D.	Admin./ 1000 FTE	Admin./ 1000 Enrol.	Admin. $/ State Bud.	Admin./ 100 Faculty	Admin./ 100 NF Stf.	Non-Fac./ 1000 FTE
CS1	15.7	11.0	8.9%	22.4	17.0	92.3
CS2	16.9	11.2	10.9%	27.6	19.8	85.4
CS3	14.1	12.4	7.8%	18.9	13.9	100.9
CS4	13.2	9.3	8.9%	22.4	17.0	77.6
CS5	15.0	10.8	8.5%	21.4	15.9	94.4
CS6	14.9	10.7	9.6%	22.5	18.2	82.0
CL1	8.4	7.2	6.1%	13.3	13.5	62.1
CL2	12.0	9.4	8.1%	18.9	18.9	63.4
CL3	9.8	7.8	6.9%	17.2	14.6	67.3
CL4	9.7	7.3	7.1%	16.4	15.0	64.8
CL5	8.1	6.8	6.3%	15.0	14.0	58.4
CL6	8.2	7.9	6.0%	13.4	12.7	64.2
CL7	7.5	5.1	6.2%	12.9	12.8	58.3
CL8	9.0	6.0	7.4%	16.5	15.1	59.6
CL9	7.1	4.9	6.1%	12.3	12.6	56.1
CL10	7.4	5.5	5.9%	12.4	12.5	59.1
CL11	8.1	5.8	6.3%	13.4	12.7	63.8
CL12	8.7	6.2	6.7%	14.0	13.9	62.6
CL13	8.1	5.6	6.3%	12.8	12.4	65.1
WTD Mean	9.2	6.8	6.9%	15.3	14.2	64.6
Median	9.0	7.3	6.9%	16.4	14.0	64.2
N	19	19	19	19	19	19
Simple Mean	10.6	7.9	7.4%	17.0	14.9	70.4

Exhibit IV-4

1987 Data - Comparison Institutions

I.D.	Admin. FTE	State Admin Salaries (Ann.)	Student FTE	Student Enrollment	StateSupport Budget	Faculty	Non-Fac. Staff	Mon. Sal. Cost/ Admin. Pos.
S1	36	1,231,894	6,772	9,381	20,057,552	305	252	$2,832
S3	158		3,673	6,771	35,047,491	319	457	
S4	51	2,301,250	8,274	12,296	37,037,568	525	424	$3,760
S6	79	3,130,245	8,833	9,406	34,517,107	594	325	$3,300
S7	59	3,417,007	8,475	13,507	33,865,109	499	579	$4,826
L9	307	11,599,784	9,655	17,284	52,511,553	646	667	$3,149
L10	231	10,327,189	9,698	13,008	66,116,000	690	701	$3,726
L11	85	3,442,410	12,500	15,390	48,629,059	573	533	$3,358
L12	297	9,878,755	14,687	20,084	81,956,456	931	1,363	$2,772
L13	257	9,322,001	10,212	12,031		.		$3,020
L14	99	3,141,543	13,303	15,452	37,207,072	634	784	$2,644
L15	123	4,004,192	9,314	12,050	71,678,200	465	590	$2,713
L16	128	4,523,818	10,046	10,948	40,769,000	515	564	$2,947
L1	153	6,119,716	12,962	19,657	99,200,000	796	749	$3,333
L2	455	14,344,562	16,878	21,562	100,883,326	895	2,077	$2,628
L3	316	11,021,628	20,607	23,141	82,494,000	945	1,643	$2,907
L5	152	4,842,597	18,198	21,845	40,030,789	658	869	$2,655
L6	240	9,890,268	13,550	16,100	60,599,600	743	1,200	$3,434
L7	177	4,447,729	15,841	22,760	58,704,653	926	1,484	$2,094
TOTAL	3403	116,986,588	223,478	292,673	1,001,304,535	11,659	15,261	N/A
WTD Mean	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$3,004
Median	153	4,683,208	10,212	15,390	50,570,306	640	684	$2,984
N	19	18	19	19	18	18	18	18
Simple Mean	179.1	6,499,254.9	11,762.0	15,403.8	55,628,029.7	647.7	847.8	N/A

1987 Ratios -Comparison Institutions

I.D.	Admin./ 1000 FTE	Admin./ 1000 Enrol.	Admin. $/ State Bud.	Admin./ 100 Faculty	Admin./ 100 Tot. Stf.	Non-Fac./ 1000 FTE
S1	5.4	3.9	6.1%	11.9	14.4	37.2
S3	42.9	23.3		49.4	34.5	124.4
S4	6.2	4.1	6.2%	9.7	12.0	51.2
S6	8.9	8.4	9.1%	13.3	24.3	36.8
S7	7.0	4.4	10.1%	11.8	10.2	68.3
L9	31.8	17.8	22.1%	47.5	46.0	69.1
L10	23.8	17.8	15.6%	33.5	33.0	72.3
L11	6.8	5.6	7.1%	14.9	16.0	42.6
L12	20.2	14.8	12.1%	31.9	21.8	92.8
L13	25.2	21.4				
L14	7.4	6.4	8.4%	15.6	12.6	58.9
L15	13.2	10.2	5.6%	26.5	20.8	63.3
L16	12.7	11.7	11.1%	24.8	22.7	56.1
L1	11.8	7.8	6.2%	19.2	20.4	57.8
L2	27.0	21.1	14.2%	50.8	21.9	123.1
L3	15.3	13.7	13.4%	33.4	19.2	79.7
L5	8.4	7.0	12.1%	23.1	17.5	47.8
L6	17.7	14.9	16.3%	32.3	20.0	88.6
L7	11.2	7.8	7.6%	19.1	11.9	93.7
WTD Mean	15.2	11.6	11.1%	27.0	20.6	71.6
Median	12.7	10.2	10.1%	24.0	20.2	65.8
N	19	19	17	18	18	18
Simple Mean	15.9	11.7	10.8%	26.0	21.1	70.2

As a further check of this important project finding, consultants who conducted site visits were asked to specify which visits resulted in responses most consistent with project design. Nine campuses were listed as being more prepared for the visit and providing the staff time to analyze position listings to determine appropriate exclusions. Analysis of data from these institutions reveals administrative ratios which are within plus or minus seventeen percentage points of CSU statistics. Based on these findings, it appears CSU's level of administrative staffing appears comparable to other states and may be lower overall.

COMPARISON OF KEY GROWTH FACTORS

In the following exhibits, we present analyses of the growth in key size factors for CSU and comparison institutions. The first series of exhibits, Exhibits IV-5 to IV-9 present the absolute growth in the size of administration and other size characteristics, including student FTE, enrollment, faculty, and staff. The second series of exhibits, Exhibits IV-10 to IV-13 present statistics on the growth in administration:

- Per 1,000 student FTE;
- Per 1,000 student enrollment;
- Per 100 faculty; and
- Per 100 staff.

Exhibits IV-14 and IV-15 present the growth of total administrative salary costs and the growth in the proportion of total state support budgets represented by administrative salaries.

Absolute Growth Tables

Exhibit IV-5 reflects the growth in the numbers of administrators for CSU and comparison institutions from 1982 to 1987. The median rate of growth for CSU was 21.2% compared to 16.7% for comparison institutions. The growth rates for other key size factors shown in Exhibits IV-6 and IV-7 were significantly lower than the growth rates for administration.

Exhibit IV-5

ADMINISTRATIVE POSITIONS

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CL2	113	173	53.6
L5	101	152	50.5
L10	158	231	46.2
CS4	54	78	45.8
L9	218	307	40.8
CL13	111	154	39.5
S7	44	59	34.1
L13	196	257	31.3
CS6	42	53	27.7
L15	98	123	25.5
CL6	102	127	25.0
S3	127	158	24.3
CS2	71	88	23.8
CL12	130	160	23.6
CL8	169	209	23.3
CL5	101	124	22.5
CL1	92	112	21.2
CS3	65	77	19.7
CS1	43	51	19.3
L2	383	455	18.8
CL11	179	209	16.5
L11	75	85	14.7
L16	112	128	14.2
CL10	116	132	14.2
CL4	134	152	13.3
CL3	86	97	11.9
S6	71	79	11.3
CL9	132	146	10.5
L6	218	240	10.1
L1	140	153	9.3
L14	91	99	8.8
S1	35	36	4.3
S4	52	51	-1.9
CL7	129	123	-4.8
CS5	70	67	-5.2
L12			
L3			
L7			
Simple Mean	115.9	141.3	
Median	101.0	123.8	
	Mean % Change		21.2
	Median % Change		19.3

CSU	1982	1987	
Simple Mean	102.0	122.7	
Median	102.0	124.0	
	Mean % Change		21.1
	Median % Change		21.2

Compar.	1982	1987	
Simple Mean	132.4	163.3	
Median	107.0	140.0	
	Mean % Change		21.4
	Median % Change		16.7

Notes:
1. CSU Campus I.D.'s are bolded

Exhibit IV-6

STUDENT FTE

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CS4	3,689	5,900	59.9
CS1	2,403	3,250	35.2
L13	8,477	10,212	20.5
S3	3,064	3,673	19.9
L5	15,442	18,198	17.8
S1	5,829	6,772	16.2
CS6	3,118	3,550	13.9
L3	18,252	20,607	12.9
L9	8,562	9,655	12.8
S6	7,960	8,833	11.0
L11	11,290	12,500	10.7
CL11	23,713	25,800	8.8
CL2	13,349	14,400	7.9
L1	12,101	12,962	7.1
CL5	14,261	15,200	6.6
CL1	12,530	13,300	6.1
CL10	16,937	17,950	6.0
CL13	18,174	19,100	5.1
S4	7,893	8,274	4.8
CL9	19,743	20,600	4.3
CL8	22,237	23,200	4.3
CL3	9,454	9,850	4.2
CL12	17,672	18,400	4.1
CS5	4,274	4,450	4.1
CL7	15,889	16,500	3.8
L2	16,291	16,878	3.6
CL6	15,153	15,570	2.8
S7	8,538	8,475	-0.7
L15	9,385	9,314	-0.8
L12	14,885	14,687	-1.3
L16	10,242	10,046	-1.9
L14	13,588	13,303	-2.1
L7	16,287	15,841	-2.7
L6	14,000	13,550	-3.2
CL4	16,191	15,650	-3.3
CS2	5,761	5,200	-9.7
L10	11,143	9,698	-13.0
CS3	6,442	5,500	-14.6
Simple Mean	11,953.1	12,548.6	
Median	12,939.5	13,301.5	
	Mean % Change		6.9
	Median % Change		4.5

CSU	1982	1987
Simple Mean	12,684	13,335
Median	14,261	15,200

Mean % Change	7.9
Median % Change	4.3

Compar.	1982	1987
Simple Mean	11,223	11,762
Median	11,143	10,212

Mean % Change	5.9
Median % Change	4.8

Notes:
1. CSU Campus I.D.'s are bolded

Exhibit IV-7

FALL HEADCOUNT ENROLLMENT

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CS4	5,060	8,367	65.4
CS1	3,334	4,642	39.2
S3	5,200	6,771	30.2
S1	7,716	9,381	21.6
L9	14,239	17,284	21.4
L5	18,101	21,845	20.7
L13	10,069	12,031	19.5
S4	10,481	12,296	17.3
CS6	4,276	4,971	16.3
CL11	31,642	36,280	14.7
CL2	16,170	18,364	13.6
L1	17,373	19,657	13.1
L3	20,565	23,141	12.5
CL10	21,671	24,128	11.3
CS5	5,552	6,159	10.9
CL5	16,558	18,317	10.6
CL1	14,024	15,457	10.2
CL8	32,034	34,926	9.0
S6	8,659	9,406	8.6
CL13	25,427	27,549	8.3
L11	14,210	15,390	8.3
S7	12,487	13,507	8.2
CL12	24,386	26,002	6.6
CL3	11,624	12,388	6.6
CL9	28,134	29,718	5.6
L15	11,430	12,050	5.4
CL7	23,399	24,317	3.9
CL6	15,486	16,049	3.6
L2	20,954	21,562	2.9
L7	22,171	22,760	2.7
L6	15,795	16,100	1.9
L16	10,883	10,948	0.6
L12	20,046	20,084	0.2
L14	15,729	15,452	-1.8
CL4	21,668	20,912	-3.5
L10	13,527	13,008	-3.8
CS2	8,322	7,869	-5.4
CS3	7,047	6,252	-11.3
Simple Mean	15,407	16,719	
Median	15,607.5	16,074.5	
	Mean % Change		10.7
	Median % Change		8.5

CSU	1982	1987	
Simple Mean	16,621.8	18,035.1	
Median	16,170	18,317	
	Mean % Change		11.4
	Median % Change		9.0

Compar.	1982	1987	
Simple Mean	14,191.3	15,403.8	
Median	14,210	15,390	
	Mean % Change		10.0
	Median % Change		8.3

Notes:

1. CSU Campus I.D.'s are bolded

Exhibit IV-8

FACULTY

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CS4	226	349	54.2
CS1	170	228	34.1
L9	490	646	31.8
S1	244	305	25.0
S3	270	319	18.1
S4	445	525	18.0
L5	568	658	15.8
CS6	214	236	10.1
L11	526	573	8.9
CL1	774	841	8.6
CL11	1441	1562	8.4
S6	548	594	8.4
L7	855	926	8.3
L12	861	931	8.1
CL5	766	826	7.9
CL2	856	913	6.7
CL13	1134	1201	5.9
CL9	1124	1190	5.8
S7	473	499	5.5
CS5	299	311	4.3
CL6	911	948	4.1
L14	611	634	3.8
CL7	926	953	2.9
CL10	1041	1065	2.3
L1	783	796	1.7
L2	882	895	1.5
CL8	1254	1266	1.0
L15	462	465	0.6
CL12	1139	1145	0.5
L10	688	690	0.3
CL3	565	561	-0.7
L16	520	515	-1.0
L3	956	945	-1.2
L6	752	743	-1.2
CL4	955	926	-3.0
CS2	354	319	-9.8
CS3	477	409	-14.1
Simple Mean	690.8	727.2	
Median	688	690	
	Mean % Change		7.6
	Median % Change		5.5

CSU	1982	1987
Simple Mean	856.0	913.0
Median	769.7	802.5
Mean % Change		6.6
Median % Change		4.3

Compar.	1982	1987
Simple Mean	607.4	647.7
Median	558.0	640.0
Mean % Change		8.5
Median % Change		6.8

Notes:
1. CSU Campus I.D.'s are bolded

Exhibit IV-9

TOTAL NON-FACULTY STAFF

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CS4	347	458	32.0
L11	425	533	25.4
S7	497	579	16.5
L9	581	667	14.8
CS1	262	300	14.5
CS6	260	291	11.9
CL5	794	887	11.7
L5	781	869	11.3
CL11	1,485	1,647	10.9
CL1	750	826	10.1
CL10	964	1,061	10.1
CL6	909	1,000	10.0
L3	1,501	1,643	9.5
S3	419	457	9.1
L2	1,918	2,077	8.3
CL7	890	962	8.1
CL12	1,066	1,151	8.0
S1	235	252	7.2
L16	526	564	7.2
CL8	1,302	1,383	6.2
L7	1,400	1,484	6.0
L1	711	749	5.3
CL2	868	913	5.2
S4	404	424	5.0
S6	312	325	4.2
CL3	641	663	3.4
CS5	407	420	3.2
CL9	1,126	1,156	2.7
CL13	1,218	1,243	2.1
L10	687	701	2.0
L12	1,344	1,363	1.4
CS2	448	444	-0.9
CS3	573	555	-3.1
L14	813	784	-3.6
L15	633	590	-6.8
CL4	1,107	1,014	-8.4
L6	1,460	1,200	-17.8
Simple Mean	812.5	855.0	
Median	730.5	749.0	
	Mean % Change		6.6
	Median % Change		7.2

CSU	**1982**	**1987**
Simple Mean	811.4	861.8
Median	868	913

Mean % Change	7.2
Median % Change	8.0

Compar.	**1982**	**1987**
Simple Mean	813.7	847.8
Median	660	684

Mean % Change	5.8
Median % Change	6.6

Notes:
1. CSU Campus I.D.'s are bolded

Student FTE, for example, grew 4% to 5% while fall enrollment grew 8% to 9%. Growth in faculty and non-faculty staff shown in Exhibits IV-8 and IV-9 appear more commensurate with student population changes, ranging from 4% to 8%.

Indexed Growth Tables

Exhibit IV-10 presents the growth in administration per 1,000 student FTE at CSU compared to other states' surveyed institutions. The median percent change for CSU was 14.2% compared to 12.4% for other schools. CSU's growth rate also appears higher in relation to faculty as presented in Exhibit IV-12. Rates of growth in Exhibits IV-11 and IV-13 indicate that CSU campuses are generally comparable to other institutions.

Growth in Costs of Administrative Positions

Exhibit IV-14 indicates that payroll costs for administrators grew 65.3% for CSU while growing 44.8% for comparison institutions. On a per administrator basis, CSU salaries grew approximately 38% over the five-year period while comparison institutions salary per administrator grew approximately 31%.

Exhibit IV-15 shows the percentage of the state support budget for each institution that administrative salaries represent. The 1987, the weighted mean percentage was 6.9% of total budget at CSU and 11.4% of total budget at the comparison institutions. The median values were 6.9% at CSU and 9.1% at the comparison institutions. At both CSU and the comparison group, administrative salaries represent a growing share of the state support budget. Examining the median values, we find that the share of budget devoted to administrative salaries has increased at both CSU and the comparison group. The median value has risen from 6.5% to 6.9% at CSU and from 7.2% to 9.1% at the comparison institutions.

Exhibit IV-10

ADMINISTRATIVE POSITIONS PER 1000 FTE

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
L10	14.2	23.8	68.0
CL2	8.4	12.0	42.3
CS3	10.0	14.1	40.2
CS2	12.3	16.9	37.1
S7	5.2	7.0	35.1
CL13	6.1	8.1	32.7
L5	6.5	8.4	27.7
L15	10.4	13.2	26.5
L9	25.5	31.8	24.9
CL6	6.7	8.2	21.7
CL12	7.3	8.7	18.7
CL8	7.6	9.0	18.1
CL4	8.3	9.7	17.2
L16	10.9	12.7	16.4
CL5	7.1	8.1	15.0
L2	23.5	27.0	14.6
CL1	7.4	8.4	14.2
L6	15.6	17.7	13.7
CS6	13.3	14.9	12.2
L14	6.7	7.4	11.1
L13	23.1	25.2	9.0
CL10	6.8	7.4	7.7
CL3	9.1	9.8	7.4
CL11	7.6	8.1	7.1
CL9	6.7	7.1	5.9
S3	41.4	42.9	3.7
L11	6.6	6.8	3.6
L1	11.6	11.8	2.0
S6	8.9	8.9	0.3
S4	6.6	6.2	-6.4
CL7	8.1	7.5	-8.3
CS4	14.5	13.2	-8.8
CS5	16.5	15.0	-9.0
S1	6.0	5.4	-10.2
CS1	17.8	15.7	-11.8
L12			
L3			
L7			
Simple Mean	11.6	13.1	
Median	8.4	9.7	
	Mean % Change		14.3
	Median % Change		13.7

CSU	1982	1987
Simple Mean	9.6	10.6
Wtd Mean	8.0	9.2
Median	8.1	9.0
Mean % Change		13.7
Median % Change		14.2

Compar.	1982	1987
Simple Mean	13.9	16.0
Wtd Mean	12.9	15.2
Median	10.7	12.3
Mean % Change		15.0
Median % Change		12.4

Notes:
1. CSU Campus I.D.'s are bolded

Exhibit IV-11

ADMINISTRATIVE POSITIONS PER 1000 STUDENT ENROLLMENT

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
L10	11.7	17.8	52.0
CL2	7.0	9.4	35.2
CS3	9.2	12.4	35.0
CS2	8.5	11.2	30.9
CL13	4.3	5.6	28.7
L5	5.6	7.0	24.7
S7	3.5	4.4	24.0
CL6	6.6	7.9	20.6
L15	8.6	10.2	19.1
CL4	6.2	7.3	17.3
L9	15.3	17.8	16.0
CL12	5.3	6.2	15.9
L2	18.3	21.1	15.4
L16	10.3	11.7	13.5
CL8	5.3	6.0	13.1
CL5	6.1	6.8	10.8
L14	5.8	6.4	10.7
CL1	6.6	7.2	10.0
CS6	9.7	10.7	9.9
L13	19.5	21.4	9.8
L6	13.8	14.9	8.0
L11	5.2	5.6	5.9
CL3	7.4	7.8	5.0
CL9	4.7	4.9	4.7
CL10	5.4	5.5	2.6
S6	8.2	8.4	2.5
CL11	5.7	5.8	1.6
L1	8.1	7.8	-3.4
S3	24.4	23.3	-4.5
CL7	5.5	5.1	-8.4
CS4	10.6	9.3	-11.8
S1	4.5	3.9	-14.2
CS1	12.8	11.0	-14.3
CS5	12.7	10.8	-14.6
S4	5.0	4.1	-16.4
L12			
L3			
L7			
Simple Mean	8.8	9.6	
Median	7.0	7.8	

Mean % Change	10.1
Median % Change	10.0

CSU	1982	1987
Simple Mean	7.3	7.9
WTD Mean	6.1	6.8
Median	6.6	7.3

Mean % Change	10.1
Median % Change	10.0

Compar.	1982	1987
Simple Mean	10.5	11.6
WTD Mean	10.2	11.5
Median	8.4	9.3

Mean % Change	10.2
Median % Change	10.3

Notes:
1. CSU Campus I.D.'s are bolded

Exhibit IV-12

ADMINISTRATIVE POSITIONS PER 100 FACULTY

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
L10	23.0	33.5	45.8
CL2	13.1	18.9	43.9
CS3	13.5	18.9	39.5
CS2	20.1	27.6	37.3
CL13	9.7	12.8	31.7
L5	17.8	23.1	29.9
S7	9.3	11.8	27.1
L15	21.2	26.5	24.7
CL12	11.4	14.0	22.9
CL8	13.5	16.5	22.1
CL6	11.2	13.4	20.1
L2	43.4	50.8	17.0
CL4	14.1	16.4	16.8
CS6	19.4	22.5	16.0
L16	21.5	24.8	15.3
CL5	13.2	15.0	13.6
CL3	15.3	17.2	12.7
CL1	11.9	13.3	11.6
CL10	11.1	12.4	11.6
L6	29.0	32.3	11.4
L1	17.9	19.2	7.5
CL11	12.4	13.4	7.5
L9	44.5	47.5	6.8
L11	14.2	14.9	5.3
S3	46.9	49.4	5.2
L14	14.9	15.6	4.8
CL9	11.8	12.3	4.5
S6	13.0	13.3	2.7
CS4	23.7	22.4	-5.5
CL7	14.0	12.9	-7.4
CS5	23.6	21.4	-9.1
CS1	25.2	22.4	-11.0
S1	14.2	11.9	-16.5
S4	11.7	9.7	-16.9
L12			
L13			
L3			
L7			
Simple Mean	18.5	20.8	
Median	14.2	16.8	
	Mean % Change		13.2
	Median % Change		12.2

CSU	1982	1987
Simple Mean	15.2	17.0
Wtd. Mean	13.2	15.3
Median	13.5	16.4
Mean % Change		14.7
Median % Change		13.6

Compar.	1982	1987
Simple Mean	22.8	25.6
Wtd. Mean	23.3	26.6
Median	17.9	23.1
Mean % Change		11.3
Median % Change		7.5

Notes:

1. CSU Campus I.D.'s are bolded

Exhibit IV-13

ADMINISTRATIVE POSITIONS PER 100 NON-FACULTY STAFF

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
CL2	13.0	18.9	46.0
L10	23.0	33.0	43.3
CL13	9.1	12.4	36.7
L5	12.9	17.5	35.7
L15	15.5	20.8	34.7
L6	14.9	20.0	34.2
CS2	15.9	19.8	24.9
CL4	12.1	15.0	23.6
CS3	11.3	13.9	23.6
L9	37.5	46.0	22.7
CL8	13.0	15.1	16.0
S7	8.9	10.2	15.1
CL12	12.1	13.9	14.5
CS6	16.0	18.2	14.1
S3	30.2	34.5	14.0
CL6	11.2	12.7	13.6
L14	11.2	12.6	12.8
CS4	15.4	17.0	10.5
CL1	12.3	13.5	10.0
L2	20.0	21.9	9.7
CL5	12.7	14.0	9.7
CL3	13.5	14.6	8.2
CL9	11.7	12.6	7.7
S6	22.8	24.3	6.9
L16	21.3	22.7	6.5
CL11	12.1	12.7	5.1
CS1	16.3	17.0	4.2
CL10	12.0	12.5	3.7
L1	19.7	20.4	3.7
S1	14.8	14.4	-2.7
S4	12.9	12.0	-6.5
CS5	17.3	15.9	-8.1
L11	17.5	16.0	-8.6
CL7	14.5	12.8	-11.9
L12			
L13			
L3			
L7			
Simple Mean	15.7	17.9	
Median	14.0	15.5	
	Mean % Change		13.9
	Median % Change		11.6

CSU	1982	1987
Simple Mean	13.2	14.9
Wtd. Mean	12.6	14.2
Median	12.7	14.0

Mean % Change	13.3
Median % Change	10.5

Compar.	1982	1987
Simple Mean	18.9	21.8
Wtd. Mean	18.5	21.9
Median	17.5	20.4

Mean % Change	14.8
Median % Change	12.8

Notes:

1. CSU Campus I.D.'s are bolded

Exhibit IV-14

STATE ADMINISTRATIVE SALARIES

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
L5	$2,070,000	$4,842,597	133.9
S7	1,550,953	3,417,007	120.3
CL2	3,925,017	8,236,727	109.9
CL13	3,845,945	7,279,588	89.3
CS4	1,920,150	3,563,412	85.6
L9	6,458,407	11,599,784	79.6
CS6	1,518,672	2,697,492	77.6
CS2	2,457,439	4,232,041	72.2
CL8	5,634,598	9,648,411	71.2
CL6	3,654,504	6,244,496	70.9
CL12	4,286,257	7,312,849	70.6
L1	3,595,937	6,119,716	70.2
CL5	3,465,882	5,885,552	69.8
CL1	3,170,275	5,241,209	65.3
CS1	1,501,420	2,460,533	63.9
CL11	5,839,890	9,554,310	63.6
CL10	3,906,396	6,242,570	59.8
L6	6,242,855	9,890,268	58.4
CS3	2,357,440	3,707,653	57.3
CL3	2,901,101	4,510,356	55.5
CL9	4,538,648	6,975,818	53.7
CL4	4,604,064	6,975,647	51.5
S6	2,126,268	3,130,245	47.2
L11	2,376,693	3,442,410	44.8
L2	9,987,051	14,344,562	43.6
L15	2,846,830	4,004,192	40.7
L16	3,263,305	4,523,818	38.6
S4	1,671,949	2,301,250	37.6
CL7	4,265,115	5,829,727	36.7
CS5	2,293,115	3,059,923	33.4
S1	979,825	1,231,894	25.7
L14	2,615,253	3,141,543	20.1
S3			
L10			
L12			
L13			
L3			
L7			
Simple Mean	$3,495,977	$5,676,488	
Median	$3,216,790	$5,041,903	
	Mean % Change		63.1
	Median % Change		61.7

CSU	1982	1987	
Simple Mean	$3,478,207	$5,771,490	
Median	$3,654,504	$5,885,556	
	Mean % Change		66.2
	Median % Change		65.3

Compar.	1982	1987	
Simple Mean	$3,521,948	$5,537,637	
Median	$2,615,253	$4,004,192	
	Mean % Change		58.5
	Median % Change		44.8

Notes:
1. CSU Campus I.D.'s are bolded
2 All CSU monthly salaries multiplied by 12 to facilitate comparison with annual data from comparison group.

Exhibit IV-15

ADMINISTRATIVE SALARIES AS A % OF STATE BUDGET

Comparison Institutions
and
CSU Campuses

ID	1982	1987	% Change
L5	6.1%	12.1%	99.6
S7	6.1%	10.1%	64.1
L9	17.2%	22.1%	28.7
CL2	6.4%	8.1%	27.4
L1	4.9%	6.2%	27.1
CL13	5.0%	6.3%	27.0
CS2	8.8%	10.9%	23.8
L6	13.2%	16.3%	23.7
CS3	6.7%	7.8%	15.7
CL8	6.5%	7.4%	13.3
S6	8.0%	9.1%	12.9
CL12	6.0%	6.7%	12.8
CS6	8.6%	9.6%	11.0
CL4	6.5%	7.1%	9.0
CL6	5.6%	6.0%	8.3
L14	7.8%	8.4%	8.3
L16	10.4%	11.1%	6.6
CL11	6.0%	6.3%	6.0
CL1	5.8%	6.1%	5.5
CL5	6.0%	6.3%	5.0
L15	5.4%	5.6%	3.6
CL3	6.7%	6.9%	2.8
CL9	6.0%	6.1%	2.3
CL10	5.8%	5.9%	0.7
L11	7.1%	7.1%	-0.8
CS1	9.3%	8.9%	-5.0
CS5	9.3%	8.5%	-8.1
CS4	9.7%	8.9%	-8.4
CL7	6.9%	6.2%	-9.7
L2	16.2%	14.2%	-12.5
S1	7.1%	6.1%	-13.3
S4	7.2%	6.2%	-13.5
S3			
L10			
L12			
L13			
L3			
L7			
Simple Mean	7.8%	8.6%	
Median	6.7%	7.2%	
	Mean % Change		11.7
	Median % Change		7.5

CSU	1982	1987
Simple Mean	6.9%	7.4%
WTD Mean	6.4%	6.9%
Median	6.5%	6.9%
	Mean % Change	7.3
	Median % Change	6.0

Compar.	1982	1987
Simple Mean	9.0%	10.4%
WTD Mean	9.3%	11.4%
Median	7.2%	9.1%
	Mean % Change	18.0
	Median % Change	8.3

Notes:
1. CSU Campus I.D.'s are bolded

COMPARISON INSTITUTIONS' CHANGES IN ADMINISTRATIVE POSITIONS BETWEEN 1982 AND 1987

The institutions surveyed indicated a variety of reasons for changes, either increases or decreases, in the number of administrative positions on their campuses between 1982 and 1987. The changes surveyed were in the administrative areas of academic administration, student services, institutional services, information system services, human resources, business services, executive management, external relations, library services, facility operations, and other administrative areas. Each area will be discussed including an explanation of the area, the degree of change within that area, and the reason for the change.

The area reflecting the greatest change in positions was academic administration, which includes positions such as Deans, Directors, and Associates. All of the institutions responding either remained stable or increased their number of academic administrators. Most of the institutions listed several reasons for their increase. The reason most often cited was campus reorganizations/policy directives. Other reasons for the changes were new programs, enrollment-related growth, and the reclassifications of positions.

Another area which experienced significant growth during this period was student services. Student services includes housing, admissions, registrar, counseling, financial aid, recreation programs, resident life programs, entertainment, placement testing, and disabled student services. All campuses either remained constant or grew in this area. Most institutions indicated that this growth was due to enrollment-related factors. Other reasons given included new programs, campus reorganization, and program expansion.

In institutional services, some campuses experienced growth while others experienced severe declines. Institutional services include the areas of institutional planning, building maintenance, custodial services, landscape and grounds, architect/engineering, space utilization, and environmental health and safety. The campuses which experienced a decline in the number of positions stated economic pressures and campus budget reductions as their reasons. Those which experienced a growth in the number of positions stated new facilities and enrollment-related growth as their primary reasons.

- Administrators per 100 faculty; and
- Administrators per 100 non-faculty staff.

The following exhibit summarizes our finding based on the median values of these ratios for the Fall of 1987. For each ratio the exhibit presents the median value for the 19 CSU campuses and for the comparison institutions. The last column indicates the number of comparison institutions from which data was used to calculate the median.

Exhibit V-1
Median Ratios of Administrative Positions

Median Ratio of Administrative Positions Per: (1987)	19 CSU Campuses	Comparison Campuses	(N=)
1,000 FTE Students	9.0	12.3	(16)
1,000 Headcount Enrollment	7.3	9.3	(16)
100 Faculty	16.4	23.1	(15)
100 Non-Faculty Staff	14.0	20.4	(15)

(Source: Exhibits IV-10, IV-11, IV-12, IV-13)

Some of the variation noted above is due to differences between CSU and the comparison group that are unrelated to decisions concerning the number of administrative positions. For example, our comparison group taken as a whole has a higher student to faculty ratio (18.3/1 vs 16.6/1) than does CSU. This results, all other factors being held equal, in 10% higher ratios of administrative positions to faculty at the comparison institutions than at CSU.

As discussed in Chapter IV, these differences may also be due in part to some comparison institutions reporting positions as administrative which, by the project definition, should have been excluded or were positions that would be classified as non-administrative at CSU under CSU personnel practices. Time and funding

Information Systems includes such areas as telecommunications, computer system design, computer operation, media center, radio station, television station, and publications/publishing offices. All reporting institutions either indicated that they remained stable or grew during this period in their information system services. The campuses indicated a variety of reasons for these changes. Most frequently they mentioned enrollment-related growth as the reason. Also mentioned were new programs, policy directives, and reclassification of positions.

The category of Human Resources Management included personnel, collective bargaining, and affirmative action. In general, there was a slight increase in positions in this area because of new programs, campus reorganizations, and the re-classification of positions. Two campuses experienced a decline in the number of positions because of a hiring freeze and economic pressures.

Business Services includes accounting, budgeting (capital and operations), insurance/risk management, payroll, purchasing, publications, internal audit, and support services. Most campuses remained stable or grew in this area. Reasons most often cited were presidential directive, contract and grant growth, and enrollment-related growth. One campus declined slightly and explained that campus budget reductions were the cause.

Development, legal affairs, analytical studies, system/governing board support, and long-range planning comprised the category of executive management. Only one campus reported a decline in the number of administrative positions in this category and that was due to budget reductions. All other campuses remained stable or grew because of campus reorganization/ policy directives. Other reasons mentioned included enrollment-related growth and reclassification of positions.

External relations, which consists of government/legislative relations, public relations, community services, and alumni relations, remained fairly stable among those institutions reporting the degree of change in the number of positions in that area. Two institutions experienced a slight decline because of a reclassification of positions and because of campus reorganization. Institutions which experienced growth explained it by reporting new positions in expanding programs and the reclassification of existing positions.

Library services which included all administrative positions related to the campus libraries was an area where very little growth occurred across the campuses. Two campuses lost positions because of general budget reductions and campus reorganization. Most growth that occurred was because of enrollment-related factors.

Facility operations includes areas such as power plant, utilities, road/parking lot maintenance, fire protection, police protection, and parking. Very few changes occurred in this area. Half of those institutions reporting on the survey indicated no change in this area. The other half indicated slight changes, both increases and decreases. The reasons given for decreases included economic pressures and policy directives. The reasons for the slight increases were enrollment-related growth.

The final category "Other" included food services, farms, foundations, museums, and other areas which were specified by the institutions. Because this was a "catch-all" category, there were a fair number of changes reported. A few decreases in the number of administrators were reported because of campus reorganizations/policy directives. The increases were primarily due to new programs, program expansion, enrollment-related growth, and the reclassification of positions.

SYSTEM OFFICE ANALYSIS

Eight system offices were surveyed and visited as a part of our study. Information was received from seven of the eight offices including the states of Louisiana, North Carolina, Florida, Wisconsin, Connecticut, and the CUNY and SUNY systems of New York.

Comparisons among system offices yield little meaningful results. Size differences and variances among office roles and the way those roles are carried out make meaningful analysis problematic. The exhibit below (Exhibit IV-16) shows where CSU fits in basic statistical comparisons. Identification codes have been assigned to protect the confidentiality of comparison systems. Two of the seven system offices experienced declines in administrative staffing in the past five years. Five systems experienced growth. CSU experienced a modest 3.5% growth during this period, a rate of growth less than the five comparison systems that reported any growth during the period.

Exhibit IV-16
NUMBER OF ADMINISTRATIVE POSITIONS AT SYSTEM OFFICE

ID	1982	1987	%Δ
SY1	11.0	26.0	136.4%
SY3	85.0	107.5	26.5%
SY7	135.0	167.0	23.7%
SY6	58.0	71.0	22.4%
SY2	378.6	408.0	7.8%
CSU	210.0	217.4	3.5%
SY8	122.8	122.2	-0.5%
SY4	11.0	7.0	-36.4%

Exhibit IV-17 presents system office responses to survey questions.

Exhibit IV-17

General Characteristics

	Campus Location				Service Area				
I.D.	Urban	Rural	Mixed		Reg.	State	Multistate	% Res.	% Com.
SY1			1			1		25%	75%
SY2	1				1			1%	99%
SY3			1			1		15%	85%
SY4			1			1		35%	65%
SY5									
SY6			1			1		33%	66%
SY7			1			1		45%	55%
SY8			1			1		n/a	n/a
TOTAL	1	0	6		1	6	0	--	--
Average	--	--	--		--	--	--	25.7%	74.2%
Percent	14%	0%	86%		14%	86%	0%	--	--
CSU			1			1		7%	93%

Exhibit IV-17

System Office Roles

I.D.	Long-Range Planning Maj.	Min.	=	None		Curriculum Development Maj.	Min.	=	None
SY1	1								
SY2	1								1
SY3	1						1		
SY4	1						1		
SY5									
SY6	1					1			
SY7	1							1	
SY8	1						1		
TOTAL	7	0	0	0		1	3	1	1
Average	--	--	--	--		--	--	--	--
Percent	100%	0%	0%	0%		17%	50%	17%	17%
CSU	1							1	

System Office Roles

I.D.	Personnel Administration Maj.	Min.	=	None		Collective Bargaining Maj.	Min.	=	None
SY1			1			1			
SY2	1					1			
SY3	1					1			
SY4				1					1
SY5									
SY6	1								1
SY7	1					1			
SY8			1				1		
TOTAL	4	0	2	1		4	1	0	2
Average	--	--	--	--		--	--	--	--
Percent	57%	0%	22%	11%		57%	14%	0%	29%
CSU	1					1			

Exhibit IV-17

Exhibit IV-17

System Office Roles (continued)

I.D.	Capital Budgeting Maj.	Min.	=	None		Procurement Maj.	Min.	=	None
SY1	1								
SY2	1							1	
SY3	1							1	
SY4	1								1
SY5									
SY6	1						1		
SY7	1						1		
SY8	1							1	
TOTAL	7	0	0	0		0	2	3	1
Average	--	--	--	--		--	--	--	--
Percent	100%	0%	0%	0%		0%	33%	50%	17%
CSU	1							1	

System Office Roles (continued)

I.D.	Program Budgeting Maj.	Min.	=	None		Internal Audit Maj.	Min.	=	None
SY1	1								
SY2			1			1			
SY3	1							1	
SY4		1							1
SY5									
SY6	1						1		
SY7	1					1			
SY8	1					1			
TOTAL	5	1	1	0		3	1	1	1
Average	--	--	--	--		--	--	--	--
Percent	71%	14%	14%	0%		50%	17%	17%	17%
CSU	1						1		

Exhibit IV-17

System Office Roles (continued)

I.D.	Legal Services Maj.	Min.	=	None	Legislative Relations Maj.	Min.	=	None
SY1	1				1			
SY2	1				1			
SY3			1		1			
SY4				1	1			
SY5								
SY6	1				1			
SY7	1				1			
SY8	1				1			
TOTAL	5	0	1	1	7	0	0	0
Average	--	--	--	--	--	--	--	--
Percent	71%	0%	14%	14%	100%	0%	0%	0%
CSU	1				1			

System Office Roles (continued)

I.D.	Financial Management Maj.	Min.	=	None	MIS/Data Processing Maj.	Min.	=	None	Collective Bargaining Y/N	# of Units	Who Negotiates
SY1	1				1				yes	8	System
SY2	1				1				yes	10	System
SY3	1				1				yes	7	System
SY4		1						1	no	0	
SY5											
SY6	1				1				no	0	
SY7	1				1				yes	7	Govnrs. Off.
SY8			1				1		yes	12	
TOTAL	5	1	1	0	5	0	1	1	--	44	
Average	--	--	--	--	--	--	--	--		6.3	
Percent	71%	14%	14%	0%	71%	0%	14%	14%		--	
CSU	1						1		yes	9	System

CHAPTER V
SUMMARY OF FINDINGS

INTRODUCTION

This chapter summarizes the principle findings derived from the data presented in Chapters II, III, and IV concerning the size and growth of administration at the California State University and the comparison institutions. The findings presented in this chapter are organized around the basic research questions contained in the Request for Proposals for the project. In each of the findings, the reader is directed to the appropriate portions of the preceding chapters for the supporting detail. Given the volume of information contained in this report, the findings presented in this chapter only represent highlights of the large body of factual information contained in the previous chapters.

A CAUTION CONCERNING USE OF THE COMPARISON INSTITUTION DATA

The selection of comparison institutions and the collection of data on the number, growth, and cost of administrative positions at those institutions were tailored to answer the specific questions asked by this study. The ratios and other descriptive statistics presented in Chapter IV should not, in the opinion of Price Waterhouse and MGT Consultants, be used to answer the question of whether the current number of administrative positions at CSU is adequate to perform its mission. That question is beyond the scope of this project. Developing an answer to such a question would require a different and far more detailed study of CSU operations and management than was possible during this project.

The fact that a given ratio of administrators to some other quantity (such as, students or faculty) at CSU differs from that at comparison institutions should not be taken as conclusive proof that CSU is "over" or "under-administered" and that actions should be taken to add or reduce administrative positions either in the system as a whole or at individual campuses. Rather, the ratios and other statistics developed in the report should be interpreted primarily as indicators of trends in the size and growth of administration within the CSU system and at comparison schools across the country.

This caution is necessary because despite how carefully one selects comparison institutions to match the broad characteristics of individual CSU campuses, it is impossible to find institutions that are perfectly matched to those of CSU. Examples of the many complex factors that could not be controlled for in this study include:

- Differences in the development stage of the institution (new and growing versus old and stable);
- State government funding practices and formulas;
- The economic health of state government and the priority it places on higher education;
- Student to faculty ratios (larger student to faculty ratios mean that ratios of administrators to faculty will also be higher, all other things being equal);
- Building space standards (more space per student implies more maintenance staff and management);
- The age of the institution's physical plant;
- The roles and functions assigned to other public universities within the same state;
- The status of major employee relations initiatives such as the implementation of collective bargaining or the creation of new executive service personnel plans; and
- The subjective evaluation of the quality of the education provided students at different universities.

The interaction of these and many other factors affect the "need" for administrative staffing at any particular institution. This in turn affects the utility and validity of using any comparison group ratios as an absolute "benchmark" for determining if CSU has an adequate number of administrative positions to perform its assigned mission.

FINDINGS CONCERNING HOW ADMINISTRATIVE POSITIONS ARE DEFINED AT THE CALIFORNIA STATE UNIVERSITY AND COMPARISON INSTITUTIONS

How are administrative positions defined by CSU and the other institutions studied?

Our research, described in Chapter II, indicates that there is no single generally accepted definition of the types of positions that should be included in the term "administration." The appropriateness of each definition we found depended upon the specific issues being examined in any particular study. As a result, it was necessary for us to develop a project specific definition of administration in order to collect and analyze data for this study. Chapter II presents a description of this definition and how it was derived.

In studying this question, we carefully reviewed the Management Personnel Plan (MPP) design and history since implementation in early 1984. The results of this review are presented in Appendix 1 of this report. It should be noted that CSU itself does not equate "administration" with the positions assigned to its MPP. Some of the positions assigned to MPP do not fit our definition of administration (such as Supervising Groundsworker I) while other positions not included in MPP (such as President) do match our definition.

We also asked comparison institutions to describe how they define administration and whether or not they have a separate pay/personnel plan for supervisors, managers, and executives. As with CSU, most comparison institutions do not have a fixed and formal definition of "administration." Some equate administration with only top level non-instructional managers while others have a broader definition that includes supervisors and professional support staff.

Is the definition of administration at CSU, as defined in the MPP, comparable to that of the other institutions studied? If not, what accounts for the differences?

Although MPP is similar in concept to some personnel programs used in other institutions we surveyed, it is fundamentally unique. The range of jobs included in MPP appears to be broader than the range included in any other single pay/personnel plan in other institutions we surveyed. In creating the MPP, CSU designed a single pay/personnel plan that would encompass almost all positions in job classes not assigned to one of the nine CSU collective bargaining units or specifically exempted from collective bargaining based on their designation as managerial or confidential. As a result, MPP represents a "residual" system comprised of a wide range of jobs from Supervising Custodian I to Vice President.

The unique qualities of MPP can be traced to two factors. The first was the specific unit determination decisions made by the Public Employment Relations Board (PERB) during the implementation of collective bargaining at CSU. The second was a CSU management judgement to place the bulk of the "residual" unrepresented employees in a single pay/personnel plan, the MPP, that had the features generally found in pay/personnel plans that apply to senior administrative staff in higher education institutions. While having many of the same features as MPP, such plans generally apply to a smaller range of positions than is the case with MPP.

Comparison institutions reported including top level executives in a pay/personnel plan similar to that found at CSU. The comparison institutions plans typically include some positions similar to those included in the MPP at CSU. Some supervisory level staff currently included in the MPP were reported by comparison institutions to be included in bargaining units or in the institution's classified employee personnel plan.

In summary, we found comparison institutions with special pay plans for administrative and professional staff similar to MPP. However, none of those plans matched MPP in the broad range of positions covered by a single plan or in the breadth of the individual salary ranges used to compensate that wide range of positions. (See Chapter II and Appendix 1 for a detailed discussion of these questions.)

FINDINGS CONCERNING THE RATIOS OF ADMINISTRATIVE POSITIONS TO STUDENTS, FACULTY, AND SUPPORT STAFF AT THE CALIFORNIA STATE UNIVERSITY

To answer this question we first calculated the number of administrative positions at CSU based on data derived from the State Controller's Personnel Management Information System (PIMS) used to prepare the CSU payroll and the list of CSU job classifications that met our project definition of administration. Using the same data sources, we calculated the number of faculty and staff positions. All of these statistics applied to General Fund supported positions only. Finally, we requested data from the Chancellor's Office on the number of students enrolled at CSU based on both a Full Time Equivalent (FTE) and a Fall Headcount basis. Using this information, we found the following ratios as of October 31, 1987.

- The ratio of administrative positions per 1,000 student FTE for the 19 campuses taken as a whole was 9.20 per 1,000 FTE. (Exhibit III-5)

- The ratio of administrative positions per 1,000 student headcount for the 19 campuses taken as a whole was 6.80 per 1,000 headcount. (Exhibit III-6)

- The ratio of administrative positions per 100 faculty positions for the 19 campuses taken as a whole was 15.38 per 100 faculty. (Exhibit III-8)

- The ratio of administrative positions per 100 non-faculty staff for the 19 campuses taken as a whole was 15.45 per 100 staff. (Exhibit III-9)

For each of these ratios there was substantial variation between campuses in the CSU system. Additionally, the data indicate consistently higher ratios at the smaller campuses than at the larger campuses, apparently reflecting some economies of scale in the operation of larger campuses.

FINDINGS CONCERNING WHETHER THE SIZE OF ADMINISTRATION OF CSU IS COMPARABLE TO THAT OF OTHER INSTITUTIONS STUDIED WHEN APPROPRIATE FACTORS SUCH AS SIZE, ORGANIZATION, COMPLEXITY, ROLE, AND MISSION ARE CONSIDERED

Chapter IV presents a series of tables which compare key size factors for CSU and the selected comparison institutions. Our study attempted to adjust for size differences in two ways. First, in our selection of comparison institutions, we sought campuses similar in size of enrollment to the CSU campuses. We also sought institutions that had an educational mission similar to that of the CSU (see Appendix 2 for details). This involved screening potential comparison institutions classified by the Carnegie Foundation on Higher Education as "Comprehensive Universities and Colleges I" (Comp. I), since all 19 CSU campuses fall in this classification. Because it was impossible to find Comp. I institutions in other states that matched the enrollment of the largest CSU campuses (San Diego, Long Beach) it was necessary to select six institutions that had broader educational missions (involving more doctoral education and research) than CSU campuses. We attempted to adjust the data we collected at these six institutions to exclude positions related to activities not found at CSU. (Two of these six institutions could not provide statistical data and were thus excluded from the analysis presented in this report.) Although the addition of these six institutions improved the size comparability of our comparison group, the 19 CSU campuses still had 13.4% more FTE than our 19 campus comparison group.

The second method applied to adjust for size differences was to index size and growth statistics to common bases for all institutions. This was done by computing ratios of administrative positions to the number of students, faculty, and staff. Given the time and funding limits of the study, no other attempt was made to apply additional adjustments for differences in size or mission. Exhibits IV-1 to IV-4 and IV-10 to IV-13 present administrative size ratios for both CSU and comparison institutions. CSU ratios are lower than those of the comparison institutions in both 1982 and 1987 for all factors including:

- Administrators per 1,000 FTE students;
- Administrators per 1,000 headcount student enrollment;

limitations prevented us from returning to these institutions to discuss the data they submitted after we had completed our ratio analysis and comparisons with other institutions.

We did, however, examine another statistic to determine if problems with the definition of administration might account for some of the difference between the CSU and comparison institution ratios. On Exhibits IV-1 to IV-4 are displayed the ratios of total non-faculty staff (including administrative positions) per 1,000 FTE student enrollment for both CSU and the comparison institutions. This data indicates that for total non-faculty staffing per 1,000 FTE, CSU and the comparison group are much more closely comparable. The following table for fall 1987 summarizes this information:

Exhibit V-2

Ratio of Total Non-Faculty Staff Positions
Per 1000 FTE Students (Fall 1987)

Summary Statistic:	19 CSU Campuses	18 Comparison Campuses
Median	64.2	65.8
Simple Mean	70.4	70.2
Weighted Mean (weighted by enrollment)	64.6	71.6

(Source: Exhibits IV - 3, IV - 4)

In light of this information, it would appear that the differences in the four ratios presented in Exhibit V - 1 should be approached with some caution. The differences may also reflect the effects of how the local personnel classification systems operate at the comparison institutions. In effect, comparison institutions may be more liberal in designating positions as being administrative (as the project defined the term -- Federal EEO1 or EEO3 reported positions) than is the case at the CSU. While in practice this designation may have no practical effect on the nature of the work performed, for purposes of this study such designation may contribute to larger reported numbers of administrators at the comparison institutions than is the case at CSU.

When viewed from the broader perspective of total non-faculty staffing (which eliminates definitional problems), however, the CSU system and the comparison group show very comparable levels of staffing. Based on all of these analyses, it appears that overall, the size of CSU administration is generally comparable to that of the surveyed institutions.

FINDINGS CONCERNING THE PERCENTAGE OF THE BUDGET THAT IS EXPENDED FOR ADMINISTRATIVE SALARIES AT CSU AND AT THE COMPARISON INSTITUTIONS

For both the CSU system and the comparison institutions we collected information about the cost of administrative salaries and the total state support budget. The total state support budget was calculated after excluding capital outlay funds, federal grants, research funds, enterprise operations, and other non-state funding sources except for student fees and tuition. The data on administrative salaries did not include the cost of retirement contributions, fringe benefits, employment related taxes or other indirect compensation costs. Our findings for the Fall of 1987 can be summarized as follows:

Exhibit V-3
Administrative Salaries as a Percentage of Budget
Fall 1987

Summary Statistic:(1987)	19 CSU Campuses	17 Comparison Campuses
Median	6.9%	10.1%
Simple Mean	7.4%	10.8%
Weighted Mean (Weighted by dollar costs)	6.9%	11.1%

(Source: Exhibits IV - 3, IV - 4)

By all of the measures shown in Exhibit V - 3, CSU reports a lower percentage of budget devoted to administrative salaries than do the 17 comparison institutions for which this information was available. While the differences between the percentages reported by the CSU and comparison institutions are large (ranging between 32% and 38%) these differences merely reflect the fact that the comparison group also reports administrative positions to be a similarly larger proportion of the total non-faculty staff. Since a larger portion of total non-faculty staff at the comparison institutions are reported to be in administrative positions, it follows that the salaries of those positions will represent a larger share of the budget than is the case at the CSU.

As a result, the difference between these percentages should not be interpreted to mean that CSU administrative salaries are "under-funded" relative to the comparison institutions.

We also examined the growth in mean administrative salary costs per administrative position at CSU and the comparison institutions. We found that for the 19 CSU campuses as a whole, the mean salary cost per administrative position increased 37.9% between fall 1982 and fall 1987. (See Exhibit III-2) The mean increase for the 13 comparison institutions for which complete salary data was available for the period was 30.9%. (Calculated from data contained in Exhibits IV-2 and IV-4.) (No effort was made to examine whether the variation in the average increase in mean salary cost per administrative position reflected differences in market conditions or regional variations in the increase in the cost of living.)

FINDINGS CONCERNING THE RATE OF GROWTH OF ADMINISTRATIVE POSITIONS AT THE CSU AND THE COMPARISON INSTITUTIONS AND FACTORS WHICH ACCOUNT FOR GROWTH

What was the growth of administrative positions at the CSU between 1982 and 1987?

Based on our project definition of administration, the number of administrative positions at CSU grew by 18.6% between October 31, 1982, and October 31, 1987. This reflected a growth of slightly over 400 positions, as the total number of administrative positions for the system as a whole grew from 2,148.0 to 2,548.4. This growth primarily occurred at the 19 campuses rather than at the Chancellor's Office and other systemwide offices. The 19 campuses registered a 20.3% increase in the number of administrative positions while the Chancellor's Office showed a 3.0% increase over the five year period. (See Exhibit III-2) It should be noted that the 3.0% increase in positions reported by the Chancellor's Office was among the lowest reported increases for the seven system offices surveyed during the project. (See Exhibit IV-16)

There was wide variation in the rate of growth in the number of administrative positions reported by the 19 campuses. Illustrative of this variation is the fact that the 19 campus median percentage change in the number of administrators was 21.2%. Put simply, this means that eight of the 19 campuses had growth in the number of administrative positions that exceeded 21.2% and eight had a lower percentage change.
(See Exhibit IV-5)

This 18.6% growth in the number of administrative positions was greater than the growth in FTE student enrollment (5.1%), headcount enrollment (8.5%), faculty positions (4.3%), or non-faculty, non-administrative staff (3.5%).
(See Exhibits IV- 1, IV-3)

How comparable are the growth rates at CSU and the comparison institutions?

Chapter IV presents a series of tables, Exhibits IV-10 to IV-13, which compare the percentage of change between 1982 and 1987 for each of the four ratios of administrative positions to key indicators such as faculty positions and student enrollment. For each of these ratios, any increase in the value of the ratio can be interpreted to mean that the number of administrative positions is growing faster than the other quantity (students, faculty, etc.) to which it is being compared.

At both CSU and at the comparison group, the growth in administrative positions (as defined for this project) has been greater than the growth in faculty positions, student enrollment (both FTE and headcount), and total non-faculty staff. Exhibit V-4 highlights this common trend. The exhibit shows the number of CSU and comparison campuses which reported faster growth in administration than in the related key indicators between 1982 and 1987. In every case, the data indicate that administrative positions were growing faster than the other indicators at over 70% of both the CSU and comparison campuses.

Exhibit V-4
Number of Campuses Reporting Faster Growth in Administrative Positions than in Other Key Indicators

Ratio of Administrative Positions Per:	19 CSU Campuses	Comparison Campuses
1,000 FTE Students	14 of 19	13 of 16
1,000 Headcount Enrollment	15 of 19	12 of 16
100 Faculty	15 of 19	13 of 15
100 Non-Faculty Staff	17 of 19	12 of 15

(Source: Exhibits IV-10, IV-11, IV-12, IV-13)

The data on the growth of administration at CSU and the comparison institutions can be presented in a slightly different manner to demonstrate the same point. Again, using the data presented in Exhibits IV-10 to IV-13, we can examine the median percentage change in the various ratios at the individual CSU and the comparison institutions. Exhibit V-5 presents this information. For each ratio, the exhibit shows median percentage change in that ratio for the individual CSU and comparison campuses. The median indicates that equal numbers of campuses reported percentage increases in the respective ratio that exceeded or were less than the median percentage. The reader is reminded that any increase in a ratio reflects administrative positions growing faster than the comparison item (e.g., enrollment, staff).

Exhibit V-5
Median Percentage Change in Administrative Staffing Ratios Between Fall 1982 and Fall 1987

Ratio of Administrative Positions Per:	19 CSU Campuses	Comparison Campuses	(N=)
1,000 FTE Students	14.2%	12.4%	(16)
1,000 Headcount Enrollment	10.0%	10.3%	(16)
100 Faculty	13.6%	7.5%	(15)
100 Non-Faculty Staff	10.5%	12.8%	(15)

(Source: Exhibits IV-10, IV-11, IV-12, IV-13)

As the exhibit indicates, on two of the four ratios (headcount enrollment, non-faculty staff) the CSU growth rate was less than the comparison group while on the remaining two it was greater.

Based on the above analysis and other analyses we have conducted of the data presented in Chapter IV, it appears that overall, the growth rate of administrative positions at CSU is generally comparable to that reported by the comparison institutions.

What factors account for the reported growth at CSU?

Chapter III of this report presents an analysis and discussion of the factors that contributed to the growth of administrative positions at CSU between 1982 and 1987. Based on that analysis the major factors which contributed to the reported growth can be summarized as follows:

- Reclassifications of staff already on the payroll in earlier years from classes outside of the project definition of administration into classes included in the definition.
- Enrollment related workload changes.
- A variety of non-enrollment related changes in workload.

During our field visits to 12 CSU campuses, the single most frequently given reason for the increase in number of administrative positions was reclassification of existing staff from classifications outside of the project definition to classes included in the definition. A reclassification is generally a personnel action taken in response to an examination of the changes in the duties assigned to a particular position that results in that position being assigned to a new classification. Reclassification may also occur when positions assigned to classes to be abolished are reassigned to a new or exciting series of job classes.

In discussing these reclassification actions, several campuses indicated that a significant (but not quantified) portion of their reclassifications took place in the years immediately after the time collective bargaining was instituted at CSU (particularly 1982-83 and 1983-84). As a result of bargaining unit determinations made by the Public Employment Relations Board (PERB), in a number of cases it was felt by management that certain employees, because of the nature of their actual job duties (as opposed to their formal job classifications) should not be included in a bargaining unit, but rather should become part of management. As a result, positions occupied by certain incumbents were reclassified by management. In most cases, these individuals continued to perform many of the same duties as before, though additional duties were added commensurate with the new classifications. The effect of these CSU decisions in response to the implementation of collective bargaining was to shift a number of employees who occupied positions outside of the project definition of administration in 1982 into classes within the definition in 1987.

While FTE student enrollment increased only 5.1% over the five year period for the CSU as a whole, several individual campuses (such as Bakersfield and San Bernardino) experienced dramatic increases in enrollment. With this growth came additional budgetary support, faculty, and staff positions pursuant to budgetary formulas used by the State government to fund the CSU. This growth triggered correspondingly large growth in the number of administrative positions. The reader should bear this enrollment related cause in mind when examining the data presented for individual CSU campuses.

The final factor cited by CSU administrators to explain changes in the number of administrative positions at individual campuses was a host of non-enrollment related changes in workload. These reflected either items of increased funding included within the State budget or campus initiatives in response to changing conditions. Examples of these factors include:

- Increased need for campus level administrative staff to manage a recent increase in capital outlay projects.

- Increased need for administrative staff to manage improved and expanded students services, admissions, and student affirmative action programs.

- Increased need for administrative staff to provide improved computer systems support for the educational program. The computer aided design (CAD) project at San Luis Obispo was one example of this.

- Increased need for administrative staff to respond to external changes such as deregulation of the telecommunications system, new hazardous materials handling regulations, and new tax law reporting requirements.

- Increased need for administrative staff to improve university development programs and external fund raising operations.

Taken as a group, these non-enrollment related changes in workload represent a major reason cited by the campuses for the increases in the number of administrative staff. These new programs or enhancements to existing programs represent additional work that is being performed over and above the continuation of previously provided programs and levels of service.

What factors were reported by the comparison institutions?

Chapter IV presents an analysis and discussion of the factors which contributed to the growth in administrative positions at the comparison institutions. Given the variety of institutions surveyed and the responses provided, it is difficult to discern any clear trends concerning the causes of growth in the number of administrative positions. Most of the factors cited by CSU as causes for the growth in the number of administrative positions were also found at one or more of the comparison institutions. However, no comparison institution reported recent major transitions similar to what CSU has experienced with collective bargaining and implementation of the Management Personnel Plan.

APPENDIX 1
THE MANAGEMENT PERSONNEL PLAN

ORIGIN OF THE MANAGEMENT PERSONNEL PLAN

The development of the Management Personnel Plan (MPP) began with the designation of positions in response to the Higher Education Employer-Employee Relations Act (HEERA) in terms of whether positions performed "managerial or supervisory functions." These kinds of positions are, by virtue of the particular manner of implementation of HEERA at the CSU, excluded from collective bargaining. HEERA states the following in describing "management and supervisory" employees:

> *"Managerial employee means any employee having significant responsibilities for formulating or administering policies and programs. No employee or group of employees shall be deemed to be managerial employees solely because the employee or group of employees participate (sic) in decisions with respect to courses, curriculum, personnel and other matters of educational policy."*
>
> *"Supervisory employee means any individual, regardless of the job description or title, having authority, in the interest of the employer to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward, or discipline other employees, or responsibility to direct them, or to adjust their grievances, or effectively to recommend such action, if, in connection with the foregoing, the exercise of such authority is not of a merely routine or clerical nature, but requires the use of independent judgment.....Employees whose duties are substantially similar to those of their subordinates shall not be considered to be supervisory."*

To establish a process through which personnel and compensation policies and procedures would be set and followed, staff of the Chancellor's Office developed the elements of the MPP. It should be noted that HEERA allows, but does not require, that management and supervisory employees be placed in the same employee group such as is the case with MPP.

The Board of Trustees of the California State University approved the Management Personnel Plan on October 26, 1983 for implementation on January 1, 1984. Orientation sessions were held with campuses prior to full implementation, with some campuses obtaining their orientation after January 1, 1984.

KEY FEATURES OF THE MPP

As described in Title 5 of the California Administrative Code, there are five key features of the MPP that distinguish it from other personnel plans, particularly those affecting management personnel.

Salary Levels

> *"The Management Personnel Plan includes four grade levels each with a salary delimited by minimum and maximum salary determined by the Chancellor and approved by the Board of Trustees on the basis of comparative salary data from competitive public and private organizations."*

The current salary grade levels (as of October 31, 1987) are as follows:

	Range A		Monthly Salary
Administrator Grade Level I	$1,250	to	$3,073
Administrator Grade Level II	$2,083	to	$4,795
Administrator Grade Level III	$2,500	to	$6,146
Administrator Grade Level IV	$3,333	to	$7,683

> *"The assignment of a position to a particular grade level shall be based on an assessment of the skills, knowledges and other qualifications needed to satisfactorily perform the position's assigned duties as well as the nature and*

> *complexity of the program or organizational unit managed or supervised by the position, the scope of management or supervisory responsibility, job demands, extent of independent decision making authority, accountability, and impact of policies administered and/or decisions made."*

Types of Classifications in MPP

At the outset of collective bargaining, the Public Employment Relations Board decided, among other things, which classifications would be represented and which ones would not be represented. For the unrepresented classifications, CSU determined which classifications would become the group of "tracking classifications" in the Management Personnel Plan and which ones would remain unclassified. In regulations filed by CSU in October, 1984 (Title 5 of the California Administrative Code), employees designated as management or supervisory are included in the MPP. Upon review of key factors (such as required knowledge and skills, years of experience, scope and level of responsibility, and, to some extent, the relative pay level of the classification prior to representation), the Faculty and Staff Relations section in the Chancellor's Office determined the Administrator Grade Level for each classification in MPP. (The reader is reminded that pay grade level ranges are approved by the CSU Board of Trustees.)

Campuses are responsible for evaluating the roles and functions of all positions (for both represented and non-represented employees) to determine if positions are classified properly. If there is a determination by the campus that a position with a classification included in MPP should be reclassified, and that the reclassification causes a change in Administrator Grade Level for that position, the campus must obtain prior approval of the reclassification from the Faculty and Staff Relations section.

Examples of the types of tracking classifications included in each of the four grade levels is:

Administrator Grade Level I
- Supervising Groundsworker I
- Supervising Senior Account Clerk
- Payroll Supervisor I
- Chief Custodial Services III
- Supervising Staff Services Technician I, Administrative Service

Administrator Grade Level II
- Farm Supervisor III
- Director of Public Safety I
- Chief Engineer II
- Supervisor of Grounds and Landscaping Services
- Accounting Officer I
- State University Counsel II

Administrator Grade Level III
- Director of Plant Operation III
- Supervising Senior Systems Software Specialist
- Administrative Service Officer III
- Accounting Officer II
- Principal Personnel Analyst
- Assistant Architect
- Director of Athletics

Administrator Grade Level IV
- Assistant Vice Chancellor, Academic Affairs
- Dean of Instruction
- Vice President
- Associate General Counsel
- Data Processing Manager III
- Director of Library

Salary Administration

There are no automatic pay step increases for any positions included in the MPP. The "amount and frequency of the individual salary adjustments are determined by a merit evaluation plan developed and administered by each campus". Each campus had the latitude to set salaries for MPP employees within the grade level in which a position has been classified (by tracking class) and within the allocation given to that campus for salary adjustments.

Evaluation of MPP Employees

Each person who is in an MPP position is evaluated on an annual basis according to an evaluation plan developed and administered by each campus. This plan should include criteria and procedures for measuring standards of expectations for each grade level in the MPP. This evaluation is used to determine both any pay increase and other actions such as management development courses of action, professional leaves or other career development related activities.

MPP employees are appointed by the President, Chancellor, or their designees; however, they are not tenured in their MPP positions. Notice of termination from an MPP classification for other than layoff or cause requires a minimum of three-months notice to the affected employee (with up to one year's notice as the preferred time for academic administrators to allow for their return to the classroom).

COLLECTIVE BARGAINING UNITS AT CSU

The represented employee groups are:

Unit 1 Physicians (e.g., health center doctors)
Unit 2 Health Care (e.g., nurses)
Unit 3 Faculty (e.g., professors)
Unit 4 Academic Support (e.g., assistant librarians)
Unit 5 Operations Support (e.g., buildings and grounds workers)
Unit 6 Crafts (e.g., electricians)

Unit 7 Clericals (e.g., office assistants)
Unit 8 Public Safety (e.g., campus police officers)
Unit 9 Technical Support (e.g., audio visual assistants)

The non-represented employee groups include:

Executive (Chancellors, Vice Chancellors, Presidents)
Management and Supervisory (MPP)
Excluded and Unclassified (temporary workers, student assistants)

EVENTS SINCE THE IMPLEMENTATION OF MPP

In the 1987 Budget Act, the Legislature, at the recommendation of the Legislative Analyst, imposed specific personnel administration controls on CSU. The Analyst indicated in its 1987-88 analysis that decentralized position control procedures in existence at that time were not adequate for ensuring against "unnecessary administrative growth."

CSU is now required to do the following in relation to MPP positions:

1. If a position reclassification results in that position being transferred into MPP, the campus must first obtain approval from the Chancellor's Office.

2. Any upward reclassification of positions from one administrator grade level to another must be first approved by the Chancellor's Office.

3. MPP positions which are administratively established must be described with justification in an annual report to the Legislature to be submitted each December 1.

WHAT IS THE "REAL" GROWTH IN MPP?

In the 1987-88 Analysis of the Governor's Budget, the Office of the Legislative Analyst indicated that, based on budget data, the number of "administrative" positions had increased by 589.5, or 30.7% between 1983-84 and 1987-88. "Administrative" was defined as those classifications of positions categorized in the Management Personnel Plan (MPP). Various questions have been raised as to the context and reliability of that budget data in reflecting apparent MPP growth. The intent of this section is to explain why the budget data should be interpreted carefully and viewed with caution, and to compare and contrast the use of budget data with payroll data to explain growth in MPP.

Many of the concerns over using budget data to explain growth in MPP were raised by CSU in its own internal assessment of growth in MPP. CSU pointed out in its internal review that MPP growth differs markedly when one compares budget data and payroll data over the same period. Exhibit 1 shows the number of MPP positions in the budget and payroll systems for each of these fiscal years.

Exhibit 1
Growth in MPP Positions
Budget Data versus Payroll Data
1983/84 through 1987/88

Year	Budget	Payroll
1983/84	1889.5	2050.5
1984/85	2125.2	2289.2
1985/86	2361.5	2284.1
1986/87	2454.1	2349.9
1987/88	2506.4	2310.4
Growth in Positions		
Number*	616.9	259.9
Percent*	32.6%	12.7%

Source: CSU PIMS data for payroll figures, Budget Act data for budget figures.

* Growth measured from 1983/84 to 1987/88.

The payroll system shows that from 1983-84 to 1987-88, MPP grew by only 259.9 positions, or 12.7%. Exhibits 2 and 3 graphically illustrate, with payroll and budget data, the growth of MPP positions in number and percent from 1983-84 through 1987-88. These graphs highlight how these two systems show different growth in MPP over the same period.

Exhibit 2
Growth in MPP Positions From 1983/84 to 1987/88
Budget Data versus Payroll Data

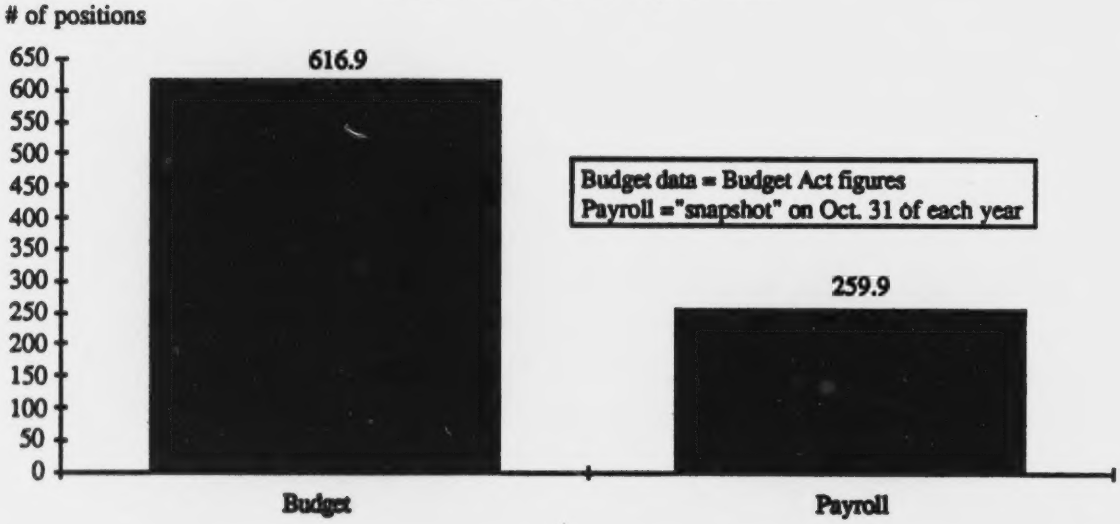
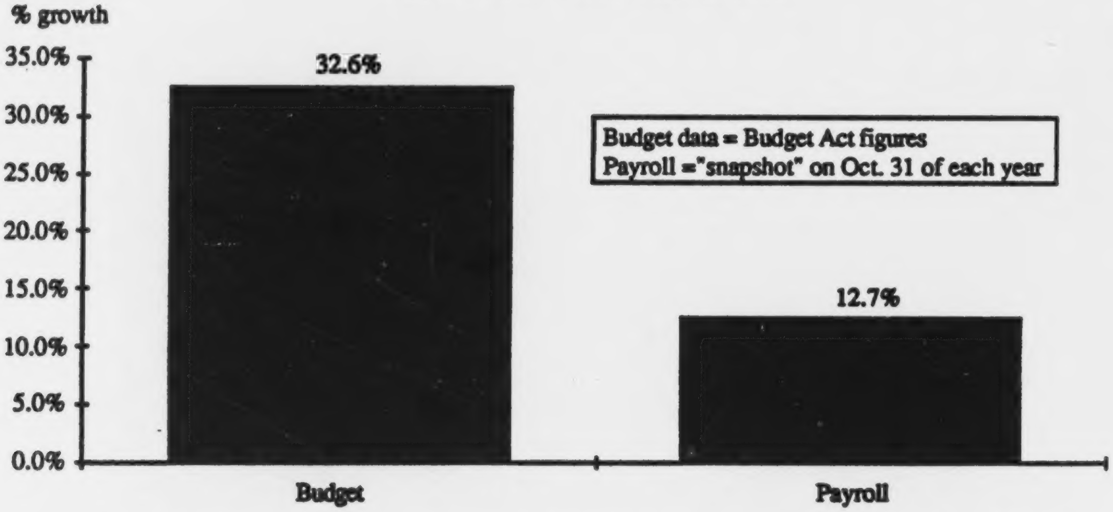


Exhibit 3
% Growth in MPP Positions From 1983/84 to 1987/88
Budget Data versus Payroll Data



Our evaluation of the circumstances under which MPP was implemented would indicate that the growth in MPP suggested by budget data should be viewed with caution. We found that, due to the uncertainties in categorizing positions properly during the implementation of MPP, CSU did not initially convert all positions in the budget system to appropriately reflect MPP. As a result, the number of MPP positions shown in the budget in 1983-84 is artificially low, a fact further confirmed when compared to MPP payroll data for 1983-84. Thus, the *growth rate* of MPP positions as shown in budget data are exaggerated from 1983-84 through 1987-88, since the base year, 1983-84, did not include approximately 160 positions that would have been included had the initial conversion been done properly.

MPP IMPLEMENTATION PROBLEMS

As noted above, a major reason for the disparity between budget and payroll is the problem CSU encountered when converting to MPP in 1983-84 and into 1984-85. Consequently, the budget schedules submitted by campuses did not reflect some positions in the MPP data in 1983-84 that should have been included. CSU, in its own review of MPP growth, indicates that perhaps up to 162.9 positions may have been inadvertently excluded from the budget MPP data during initial conversion to MPP. Budget data shows 161 positions less than payroll data does in 1983-84. In addition, CSU staff indicated that the budget data never reflected the Department Chairs class in their data, whereas payroll did. This would further contribute to the difference in the numbers presented by the two systems.

Some specific reasons for the MPP conversion problem, noted by CSU staff in their review, which affected budget data include:

- Confusion about how to interpret the provisions of MPP in terms of how positions are utilized and entitled at each campus, which affected campuses' ability to report data to the Chancellor's Office in time for the 1983-84 budget;
- Confusion whether to include associate deans (called academic specialists) in the MPP data;
- Budget system did not reflect Department Chairs in its data (even though this class was only in MPP from January 1 through June 30, 1984).

Therefore, it appears the one significant reason for the lower 1983-84 budget data, and the difference of approximately 160 positions between payroll and budget, can be explained by the technical problems converting to MPP. Of course, there are also a variety of other reasons why the budget and payroll data are inherently different, notwithstanding the MPP conversion problem. CSU staff stated that the budget system "caught up" with the implementation of MPP by 1985-86.

FUNDAMENTAL DIFFERENCES BETWEEN PAYROLL AND BUDGET DATA

In addition to the significant problem noted above in CSU's budget system converting to MPP, it is important to note there are fundamental differences in the data used in these two systems. It is therefore not unusual for the two data systems to show different data for MPP in the same year. The following summarizes why these data systems would differ.

The budget data should be viewed within the context that it represents what is authorized and projected to be used in the upcoming fiscal year. Position information is annualized and presented in full personnel-year equivalents. For the budget data, it is essentially a forecast of planned activity, updated as of July 1 each year, in terms of positions to be used the entire year. It does not represent the number of persons actually in positions at any one point in time.

The payroll data should be viewed within the context that it represents a "snapshot" in any given month during the year. Payroll data reflects the number of people who received paychecks in a particular month. Therefore, positions that are vacant (even if they are authorized), or positions on leave without pay, are not reflected in cumulative payroll data. Therefore, payroll data only reflects persons on the job being paid in any particular month (presented in full time equivalent). It does not reflect full year activity.

The major differences between these systems are:

- **Timing.** Data from these two systems represent different points in time. The budget projects the resources as of July 1, the beginning of the fiscal year, that are anticipated to be used during the year, and reflects positions in personnel years. The payroll system is a "snapshot" in any one particular month, only for people who were paid that month. Due to functional differences, there is a time lag between what the budget and payroll data show.

- **Vacant positions.** Vacant positions are not reflected in payroll data. The budget system presents annualized position information full personnel-year equivalents. Therefore, vacancies are not dealt with consistently between the two systems, nor are they designed to.

- **Source/purpose of data.** Budget data are compiled from the individual campuses once a year for planning purposes for the use of resources over the full year. The payroll data are maintained by individual campuses on a daily basis. This system is used for paying staff on a monthly basis.

- **Budget in catch up mode.** Since the budget system is a plan at the beginning of the year, it does not reflect many activities that may occur during the year. For example, budget data would not show positions that were used from temporary help funds, or positions that were administratively established. The payroll system, however, would reflect such activity when it occurs.

SUMMARY

The reader is reminded that the analysis of the change in the number of MPP positions from 1983-84 to 1987-88 should be viewed separately from the analysis of the change in the number of administrative positions (as defined for purposes of this study) from 1982-83 to 1987-88.

Our review of information about the growth in MPP positions from 1983-84 to 1987-88 in terms of both payroll and budget data results in the following findings:

- Rather than accepting a 30.7% growth rate that prior published data indicates, our analysis suggests that actual growth in MPP positions as shown in budget data would have been approximately 22.1% between 1983-84 and 1987-88 had the initial conversion to MPP been done properly and in a timely fashion. This is derived by adding to the 1983-84 base the 163 positions that CSU indicated were missed during the MPP conversion that year.

- Using payroll data instead of budget data, our analysis suggests that the growth in MPP positions from 1983-84 to 1987-88 was approximately 12.7%.
- The differences between the growth rates must be evaluated in the context of the diverse characteristics of the budget and payroll systems and the problems encountered with the initial implementation of MPP.

APPENDIX 2
THE PROCESS FOR SELECTING COMPARISON INSTITUTIONS AND GATHERING INFORMATION

THE SELECTION PROCESS

A key component required to be addressed in this project was to compare the administrative staffing levels of the California State University with levels at peer institutions. Obviously, the selection of peers can have a profound impact on the resulting comparisons.

An increasing amount of literature has appeared in recent years on how to select comparison institutions. Brinkman and Teeter (1987), for instance, identified four types of comparison groups: competitor, peer, aspiration, and predetermined. According to their discussion of this taxonomy:

- A competitor group consists of institutions that compete with each other for students or faculty or research dollars, and so on. Institutions that compete in these ways may not be similar in terms of role and scope. Any type of comparison that depends on institutional similarity in role and scope will be at risk.

- A peer group is comprised of institutions that are similar in role and scope, or mission. In developing peer groups, it is unrealistic to expect to find perfect matches, "clones" as it were, for the home institution. The appropriate goal is a sufficient match on whatever are determined to be the defining characteristics of the home institution. Sufficiency in this context is ultimately a matter of judgment.

- Aspiration groups often masquerade as peer groups. The masquerade may be intentional or unintentional on the part of those developing the comparison group. An aspiration group that is presented as if it were a peer group will put at risk the credibility of almost any comparative data the home institution wishes to use.

- Predetermined institutional comparison groups are of four types: natural, traditional, jurisdictional, and classification based. These include:

- Natural groups are those that are based on one or more of the following: membership in an athletic conference, membership in a regional compact, location in a region of the country, membership in an association (or) a consortium.

- A traditional comparison group is one that has been used for a long time and whose only rationale is by virtue of the fact that such a group has been in existence for some period.

- A jurisdictional group consists of institutions that are compared because they are part of the same political or legal jurisdiction.

- Institutional classifications designed for national reporting provide another basis for institutional comparisons. Perhaps the best known is the classification developed by the Carnegie Commission.

We considered the use of a "predetermined - traditional" grouping in the selection of comparison institutions, namely the colleges and universities already used for salary comparisons. This grouping has been used for a number of years to establish an appropriate range for CSU faculty salaries in the state budget planning process. For their original purpose, these institutions may be an appropriate comparison group. But to measure the appropriateness of the level of administrative staffing, we believe that a "peer" grouping offers more valid comparisons. We believe that institutions with similar missions should have reasonably similar requirements for administrative support. In particular, we found the following characteristics to be important in developing a list of peers. The characteristics are listed in descending order of the importance that we assigned to select peers.

- Public Control - the accountability expectations for public institutions are considerably higher than for private colleges. To respond to these accountability expectations, significant levels of administrative activity are required. Therefore, all institutions in our peer groupings are public institutions.

- Size - a common assumption concerning administrative activity is that economies of scale occur after an institution has reached a certain size. Thus, a valid comparison of administrative positions should use campuses of roughly similar size to negate any possible effect of economies of scale. Since a significant size variation exists within the CSU, we established two size groupings for peer comparisons.

- System Structure - many administrative duties of an institution can be performed either locally or centrally in a system-wide office. Since CSU functions as a system, comparison of its member campuses with universities that are not part of a system potentially could lead to misleading results since the peer school might devote administrative resources to a function that is performed centrally in the California State University. All universities in our peer groups are part of systems; in most cases we also are visiting the system office to collect staffing information.

- Program - certain types of program offerings impose greater administrative requirements than others:

  - Teaching hospitals and land-grant functions, in particular, require much more administrative support than more typical programmatic offerings. Since these activities are not found within the CSU, the methodology was designed to exclude from our data those peer institutions that offer such programs or where that was not possible, to adjust the data collected to remove the impact of such activities.

  - Significant levels of externally sponsored research also require inordinate amounts of administrative support. To a lesser degree, advanced graduate education also creates increased administrative loads. The Carnegie Classification of institutions provides separate categories for universities with differing levels of research activity and graduate education. We attempted to match the CSU campuses with peers of the same Carnegie Classification.

- Nationwide Representation - the request for proposals indicated the desire for information to evaluate the growth of CSU administration within the context of experience of other states. Our methodology was designed to include comparison system and institutions which are geographically dispersed to achieve a nationwide perspective.

- Setting - the campus setting of an institution also can have an impact on administrative requirements. For instance, an urban campus is likely to have a much higher concentration of part-time commuter students who may require support beyond their FTE levels. Institutional settings vary within the CSU size groupings, so we also sought similar variation among our peers.

Applying these criteria, the consultant team sorted potential comparison institutions according to their Carnegie Category, size and system comparability. All CSU institutions are designated as Comprehensive I by the Carnegie Commission. Two issues became apparent in selecting comparison institutions in the Comprehensive I category. First, there are no systems of similar size composed of institutions solely in this category. Second, there are no other Comprehensive I institutions comparable to the largest CSU institutions. It was determined that larger systems and institutions should be included in the study since the effects of economies of scale, if they exist, must be evidenced in the data collected. As a result, of the 23 institutions selected, six larger campuses are in a different Carnegie classification. During the survey, significant effort was made to assure that administrative positions and costs associated with programs inconsistent with the mission of the CSU system, such as dedicated research, medical schools, and law schools were separated from the data. The final selection of comparison institutions and systems are presented on the next page.

Comparison Institutions

State	Carnegie Institution	Classification
North Carolina	Western Carolina University *	Comp. I
Louisiana	McNeese State *	Comp. I
Florida	University of West Florida	Comp. I
Nebraska	Kearney State University	Comp. I
Wisconsin	University of Wisconsin - LaCrosse	Comp. I
Connecticut	Southern Connecticut University	Comp. I
Wisconsin	University of Wisconsin - Eau Claire	Comp. I
North Carolina	University of North Carolina - Charlotte	Comp. I
New York	SUNY College - Buffalo	Comp. I
Connecticut	Central Connecticut University	Comp. I
Minnesota	Mankato State University	Comp. I
New York	SUNY College - Albany	Res. II
New York	CUNY City College	Comp. I
Florida	University of Central Florida	Comp. I
New York	CUNY Hunter College	Comp. I
Wisconsin	University of Wisconsin - Milwaukee *	Doc. I
Tennessee	Memphis State University	Comp. I
Florida	University of South Florida *	Doc. I
Texas	Southwest Texas State University	Comp. I
Georgia	Georgia State University	Doc. I
Texas	University of Texas - Arlington	Doc. I
Illinois	Illinois State University - Normal	Doc. II
Louisiana	University of Southwestern Louisiana	Comp. I

* Data excluded from report due to unavailability of '87 information

Comparison Systems

State System
New York (SUNY)
New York (CUNY)
Wisconsin
Florida
North Carolina
Louisiana
Minnesota*
Connecticut

*Survey data unreported

A profile of the relevant demographic characteristics of comparison institutions, and those of the CSU system gleaned from the survey responses is presented in Chapter IV of this report.

DESCRIPTION OF COMPARISON INSTITUTION VISITS

After the comparison institution sample was selected, presidents of the selected institutions were contacted to determine if their campus would be able to participate in this study. Almost all of the selected institutions agreed to participate in the study. The Presidents were asked to designate appropriate contact persons on their campuses. The positions of the contact persons varied by campus and included such positions as Director of Institutional Research, Vice President of Academic Affairs, Affirmative Action Officer, Vice President of Budget, and Director of Personnel, among others. The intent of these site visits was two-fold:

- To complete the field survey; and
- To interview key campus staff, to exclude direct provider classes, and to understand and place in context any particular features specific to that university.

Each site visit involved meeting with several individuals who completed specific portions of the survey. Individuals at each campus who completed the survey typically included the Director of Institutional Research, Personnel and Affirmative Action officers, and financial and budget officers. Typically, the analyst would begin by meeting with the primary contact person responsible for completing the survey. In most instances we found the survey had not been completed before the analyst arrived.

The most difficult section of the survey for institutions to complete dealt with identifying the number of administrative positions. The difficulty experienced was normally in the following two areas:

- Some campuses had difficulty obtaining 1982 data on administrative positions; and

- Identifying and deleting from the administrative data those classifications that provide direct student services.

Most campuses data systems were computerized and were able to provide a printout of information about employees' salaries and classifications, particularly for 1987 data. Obtaining data to be used for comparison purposes from 1982 was troublesome for some campuses. Some institutions were not able to provide personnel information for that year. In other cases, campus staff found that data after considerable review. Some campuses were not able to provide 1982 data on administrative positions, and other campuses provided estimated 1982 data. The process of removing student services positions involved campus staff considering each administrator's position at the college individually, to determine which positions primarily provide direct services to students.

Almost all of the surveys were not completed at the end of the site visit, as had been intended. Because most of these surveys were required to be completed during the holiday season, many follow-up calls were required to complete the survey, which resulted in some delay in receiving a fully completed survey and relevant documents.

APPENDIX 3

Appendix 3 presents highlights from the survey responses from the comparison institutions. These background characteristics provide the reader with additional information concerning the location of the institution, number of academic programs, roles of the respective system offices in relation to those of the campus administration, and the status of collective bargaining at each institution.

Comparison Institution Background Characteristics

I.D.	Campus Location				% Res.	% Com.
	Urban	Rural	Mixed			
S1		1			40%	60%
S3			1		10%	90%
S4			1		15%	85%
S6			1		33%	67%
S7			1		13%	87%
TOTAL	0	1	4			
Average					22.2%	77.8%
Percent	0%	20%	80%		--	--
L9	1				5%	95%
L10	1				0%	10%
L11	1				25%	75%
L12	1				12%	88%
L13	1				30%	70%
L14	1				21%	79%
L15	1				18%	82%
L16		1			33%	67%
L1	1				4%	96%
L2	1				0%	100%
L3		1			37%	63%
L5			1		26%	74%
L6	1				40%	60%
L7	1				8%	92%
TOTAL	11	2	1			
Average					18.5%	75.1%
Percent	79%	14%	7%		--	--

I.D.	Carnegie Category		# Academic Programs		# of Schools or Colleges
S1	Comp.I				5
S3	Comp.I		86		3
S4	Comp.I		83		7
S6	Comp.I		75		5
S7	Comp. I		82		6
TOTAL			326		26
Average			81.5		5.2
Percent			--		--
L9	Comp. I		149		5
L10	Comp. I		97		6
L11	Comp. I		125		8
L12	Comp. I		99		11
L13	Comp. I		51		6
L14	Comp. I		133		10
L15	Comp. I		100		1
L16	Comp. I		49		5
L1	Comp. I		112		4
L2	Doc. I		49		6
L3	Doc. II		64		6
L5	Comp. I		217		9
L6	Res. II		156		7
L7	Doc. I		120		10
TOTAL			1521		94
Average			108.64		6.71
Percent			--		--

Appendix 3

System Office Roles

	Master Planning				Curriculum				Personnel			
I.D.	Maj.	Min.	=	None	Maj.	Min.	=	None	Maj.	Min.	=	None
S1		1				1				1		
S3	1					1				1		
S4			1					1		1		
S6	1							1			1	
S7			1			1				1		
TOTAL	2	1	2	0	0	3	0	2	0	4	1	0
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	40%	20%	40%	0%	0%	60%	0%	40%	0%	80%	20%	0%
L9		1				1				1		
L10		1				1				1		
L11	1							1	1			
L12	1				1					1		
L13	1				1				1			1
L14		1				1				1		
L15	1						1				1	
L16		1						1				1
L1			1					1	1			
L2		1			1						1	
L3		1			1					1		
L5		1			1					1		
L6			1		1					1		
L7		1			1					1		
TOTAL	4	8	2	0	7	3	1	3	3	8	2	2
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	29%	57%	14%	0%	50%	21%	7%	21%	20%	53%	13%	13%

System Office Roles

	Collective Bargaining				Capital Budgeting				Procurement			
I.D.	Maj.	Min.	=	None	Maj.	Min.	=	None	Maj.	Min.	=	None
S1	1				1					1		
S3	1				1							1
S4												
S6	1						1			1		
S7	1				1					1		
TOTAL	4	0	0	0	3	0	1	0	0	3	0	1
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	100%	0%	0%	0%	75%	0%	25%	0%	0%	75%	0%	25%
L9	1				1					1		
L10	1				1					1		
L11	1				1						1	
L12				1	1					1		
L13				1	1					1		
L14				1		1						1
L15				1	1					1		
L16				1		1						1
L1	1				1					1		
L2							1			1		
L3			1			1				1		
L5		1				1				1		
L6	1				1					1		
L7				1		1						1
TOTAL	5	1	1	6	8	5	1	0	0	10	1	3
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	38%	8%	8%	46%	57%	36%	7%	0%	0%	71%	7%	21%

System Office Roles

	Program Budgeting				Internal Audit				Legal Services			
I.D.	Maj.	Min.	=	None	Maj.	Min.	=	None	Maj.	Min.	=	None
S1		1				1				1		
S3			1				1				1	
S4	1							1				1
S6	1		1			1			1			
S7		1				1			1			
TOTAL	2	2	2	0	0	3	1	1	2	1	1	1
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	33%	33%	33%	0%	0%	60%	20%	20%	40%	20%	20%	20%
L9		1			1				1			
L10		1				1			1			
L11	1								1			
L12	1					1				1		
L13		1						1	1			
L14		1						1		1		
L15	1				1				1			
L16				1			1		1			
L1			1				1				1	
L2		1				1				1		
L3		1				1				1		
L5		1					1			1		
L6		1					1		1			
L7		1				1			1			
TOTAL	3	9	1	1	2	5	4	2	8	5	1	0
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	21%	64%	7%	7%	15%	38%	31%	15%	57%	36%	7%	0%

System Office Roles

I.D.	Legislative Relations				MIS/ Data Processing				Financial Management			
	Maj.	Min.	=	None	Maj.	Min.	=	None	Maj.	Min.	=	None
S1	1				1					1		
S3	1						1				1	
S4	1				1							1
S6					1		1				1	
S7	1				1						1	
TOTAL	4	0	0	0	4	0	2	0	0	1	3	1
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	100%	0%	0%	0%	67%	0%	33%	0%	0%	20%	60%	20%
L9	1					1				1		
L10	1					1				1		
L11	1				1				1			
L12	1							1		1		
L13	1					1				1		
L14	1							1		1		
L15	1				1				1			
L16			1					1				1
L1	1					1					1	
L2	1					1					1	
L3	1					1				1		
L5		1				1				1		
L6	1					1					1	
L7	1							1		1		
TOTAL	12	1	1	0	2	8	0	4	2	8	3	1
Average	--	--	--	--	--	--	--	--	--	--	--	--
Percent	86%	7%	7%	0%	14%	57%	0%	29%	14%	57%	21%	7%

I.D.	Non-Instructional Functions (Non-State Sources) Dorm.	Food	Book.	Day Care	Univ. Union	Park.	Collective Bargaining Agreements?	# of Units
S1	1	1	1		1	1	yes fac only	1
S3	1	1	1				yes	3
S4		1	1				yes	7
S6	1		1	1	1	1	yes	9
S7	1	1		1	1	1	yes	8
TOTAL	4	4	4	2	3	3		
Average	--	--	--	--	--	--		
Percent								
L9							yes	7
L10		1	1	1	1	1	yes	4
L11	1		1		1	1	yes	11
L12	1	1				1	no	
L13	1				1	1	no	
L14	1	1	1		1	1	no	
L15	1	1	1	1			yes	9
L16	1			1	1		yes	11
L1				1			yes	10
L2		1	1			1		
L3	1	1			1	1	yes	4
L5	1	1	1		1			
L6	1						yes	5
L7	1	1	1		1	1		
TOTAL	10	8	7	4	8	8		
Average	--	--	--	--	--	--		
Percent								

APPENDIX 4

Appendix 4 is a summary of the major accreditations of the CSU campuses and the comparison institutions. This appendix shows which nationally recognized agencies and associations accredit programs for both CSU and comparison institutions. The reader should note that not all accreditations for each institution are shown. The intent is to list representative accreditations for major programs. The key which lists the agencies and associations follows the table.

Appendix 4

*Accreditation Summary of CSU and Comparison Institutions**

Bakersfield	Dom. Hills	Humboldt	San Bernard.	Sonoma	Stanislaus	Chico	Fresno
WC	WC	WC	WC	WC	WC	WC	WC
BUS		BUS				BUS	BUS
MT	MT						
NURS		NUR	NUR	NUR		NUR	NUR
	ART	ART	ART	ART	ART	ART	
	MUS	MUS		MUS	MUS	MUS	MUS
					SP		SP
					THEA		
						ENG	ENG
						SW	SW
	TED	TED				TED	TED
							JOUR

Western Carolina	UNC Charlotte	Mcneese State	U of Wisc. La Crosse	U of Wisc. Eau Claire	U of Wisc. Milwaukee	Kearney State	U of Illinois Normal
SC	SC	SC	NH	NH	NH	NH	NH
BUS	BUS		BUS	BUS	BUS		BUS
MT							
NUR	NUR	NUR		NUR	NUR	NUR	
							ART
MUS		MUS	MUS	MUS	MUS	MUS	MUS
				SP	SP	SP	SP
							THEA
	ARCH				ARCH		
	ENG	ENG			ENG		
ENGT	ENGT						
SW			SW	SW	SW	SW	SW
TED			TED		TED	TED	TED
				JOUR			

Source: 1985-86 Education Directory.
Office of Educational Research and Improvement
U.S. Department of Education Center for Statistics

* Key for Accrediting Agencies and Associations listed following this table.
(List does not include all accreditations)

Appendix 4

*Accreditation Summary of CSU and Comparison Institutions**

Hayward	Los Angeles	Pomona	SLO	Fullerton	Long Beach	Northridge	Sacramento
WC	WC	WC	WC	WC	WC	WC	WC
BUS	BUS		SW	BUS	BUS	BUS	BUS
NUR	NUR			NUR	NUR		NUR
ART	ART			ART	ART		ART
MUS	MUS			MUS	MUS	MUS	MUS
				SP		SP	
				THEA	THEA		THEA
		ARCH	ARCH				
	ENG	ENG	ENG	ENG	ENG	ENG	ENG
		ENGT	ENGT				ENGT
		LSAR	LSAR				
	SW	SW			SW		SW
TED	TED			TED			TED
				JOUR	JOUR	JOUR	

Mankato State	Southwest Texas St.	U of Texas Arlington	Memphis State	Georgia State	SUNY Clg. Buffalo	SUNY Albany	Southern Connect.
NH		SC	SC	SC	M	M	EH
		BUS	BUS	BUS		BUS	
				MT			
NUR		NUR	NUR	NUR			NUR
ART			ART	ART			
MUS	MUS	MUS	MUS	MUS			
	SP		SP		SP	SP	SP
		ARCH					
		ENG	ENG				
ENGT			ENGT		ENGT	ENGT	
SW	SW	SW	SW	SW	SW	SW	SW
TED	TED		TED	TED	TED	TED	
			JOUR				

* Key for Accrediting Agencies and Associations listed following this table.
(List does not include all accreditations)

Appendix 4

*Accreditation Summary of CSU and Comparison Institutions**

San Diego	San Fran.	San Jose
WC	WC	WC
BUS	BUS	BUS
	MT	
NUR	NUR	NUR
ART	ART	ART
MUS	MUS	MUS
SP	SP	SP
THEA	THEA	THEA
ENG	ENG	ENG
SW	SW	SW
TED	TED	TED
JOUR	JOUR	JOUR

CUNY Hunter	CUNY City College	Central Connect.	U West Florida	U Central Florida	U South Florida
M	M	EH	SC	SC	SC
				BUS	BUS
				MT	
NUR	NUR		NUR	NUR	NUR
			MUS	MUS	
SP					SP
	ARCH				
	ENG			ENG	ENG
	ENGT			ENGT	
SW			SW	SW	
TED	TED	TED			
					JOUR

* Key for Accrediting Agencies and Associations listed following this table.
(List does not include all accreditations)

Key for Accreditation Table

Professional and specialized schools and programs are accredited by the following nationally recognized agencies and associations:

ADNUR	National League for Nursing, Inc.: associate degree programs in nursing
ADVET	American Veterinary Medical Association: associate degree program in animal technology
AHE	Accrediting Bureau of Health Education Schools: allied health education
*ANEST	American Association of Nurse Anesthetists: nurse anesthesia
*APCP	American Medical Association: assistant to the primary care physician
ARCH	National Architectural Accrediting Board, Inc.: architecture
ART	National Association of Schools of Art and Design: art
*AUD	American Speech, Language, and Hearing Association: audiology
BBT	American Medical Association: blood bank technology
BI	American Association of Bible Colleges: Bible college education
BUS	American Assembly of Collegiate Schools of Business: business
BUSA	American Assembly of Collegiate Schools of Business: business (accountancy)
CHE	Council on Education for Public Health: community health education
CHIRO	Council on Chiropractic Education: chiropractic
CHPM	Council on Education for Public Health: community health, preventive medicine
CLPSY	American Psychological Association: clinical psychology
COPSY	American Psychological Association: counseling psychology
*CYTO	American Medical Association: cytotechnology
*DA	American Dental Association: dental assisting
DANCE	National Association of Schools of Dance: dance
*DENT	American Dental Association: dentistry
*DH	American Dental Association: dental hygiene
*DIET	American Dietetic Association: dietetics (undergraduate programs)
*DIETI	American Dietetic Association: dietetics (postbaccalaureate internship programs)
DMS	American Medical Association: diagnostic medical sonography
DNUR	National League for Nursing, Inc.: nursing diploma
*DT	American Dental Association: dental technology
EEG	American Medical Association: electroencephalographic technology
EMT	American Medical Association: emergency medical services
ENG	Accreditation Board for Engineering and Technology, Inc.: engineering
ENGT	Accreditation Board for Engineering and Technology, Inc.: engineering technology
FIDER	Foundation for Interior Design Education Research: interior design
FOR	Society for American Foresters: forestry
FUSER	American Board of Funeral Service Education: funeral service education
HSA	Accrediting Commission on Education for Health Services Administration: health services administration

Key for Accreditation Table

HT	American Medical Association: histologic technology
IPSY	American Psychological Association: predoctoral internships in professional psychology
JOUR	Accrediting Council on Education in Journalism and Mass Communication: journalism
*JRCB	Association of Independent Colleges and Schools: junior colleges of business
*LAW	American Bar Association: law
LIB	American Library Association: librarianship
*LSAR	American Society of Landscape Architects: landscape architecture
MAAB	Accrediting Bureau of Health Education Schools: medical assistant
*MAC	American Medical Association: medical assistant education
MED	Liaison Committee on Medical Education: medicine
MED B	Liaison Committee on Medical Education: basic medical science
MFCC	American Association for Marriage and Family Therapy: marriage and family therapy (clinical training programs)
MFCD	American Association for Marriage and Family Therapy: marriage and family therapy (graduate degree programs)
MICB	American Academy of Microbiology: microbiology
MIDWF	American College of Nurse-Midwives: nurse midwifery
MLTAB	Accrediting Bureau of Health Education Schools: medical laboratory technician
MLTAD	American Medical Association: medical laboratory technician (associate degree)
MLTC	American Medical Association: medical laboratory technician (certificate)
MRA	American Medical Association: medical record administrator education
MRT	American Medical Association: medical record technician education
MT	American Medical Association: medical technology
*MUS	National Association of Schools of Music: music
NATTS	National Association of Trade and Technical Schools: occupational, trade and technical education (associate and baccalaureate degree programs)
NHSC	National Home Study Council: home study education (associate degree programs)
*NMT	American Medical Association: nuclear medicine technology
NUR	National League for Nursing, Inc.: baccalaureate or higher degree programs in nursing
OMA	American Medical Association: ophthalmic medical assistant education
OPT	American Optometric Association: optometry (professional)
OPTR	American Optometric Association: optometry (residency)
OPTT	American Optometric Association: optometry (technician)
*OSTEO	American Osteopathic Association: osteopathic medicine
*OT	American Medical Association: occupational therapy
PAST	Association for Clinical Pastoral Education: clinical pastoral education
PERF	American Medical Association: perfusion
PH	Council on Education for Public Health: schools of public health

Key for Accreditation Table

PHAR	American Council on Pharmaceutical Education: pharmacy
PNE	National Association for Practical Nurse Education and Service, Inc.: practical nursing
PNUR	National League for Nursing, Inc.: practical nursing
POD	American Podiatry Association: podiatry
PSPSY	American Psychological Association: professional/scientific psychology
PTA	American Physical Therapy Association: physical therapist
PTAA	American Physical Therapy Association: physical therapy assistant
RABN	Association of Advanced Rabbinical and Talmudic Schools: rabbinical and Talmudic education
RAD	American Medical Association: radiography
*RSTH	American Medical Association: respiratory therapy
*RSTHT	American Medical Association: respiratory therapy technician
RTT	American Medical Association: radiation therapy technology
SCPSY	American Psychological Association: school psychology
*SP	American Speech, Language, and Hearing Association: speech-language pathology
*SRCB	Association of Independent Colleges and Schools, Accrediting Commission: senior colleges of business
*SURGA	American Medical Association: surgeon's assistant
*SURGT	American Medical Association: surgical technology
SW	Council on Social Work Education: social work
*TED	National Council for Accreditation of Teacher Education: teacher education
THEA	National Association of Schools of Theatre: theatre
THEOL	Association of Theological Schools in the United States and Canada: theology
VET	American Veterinary Medical Association: veterinary medicine

APPENDIX 5

ADVISORY COMMITTEE MEMBERS

Paul Worthman	California Faculty Association
Louis Messner	California State University- Budget Planning
Toby Osos	California State University-Faculty and Staff Relations
Jacob Samit	California State University-Faculty and Staff Relations
Ethan Singer	California State University - San Diego
James Landreth	California State University – San Luis Obispo
Steven Montgomery	California State University - Northridge
Karen Farber	California State University-Faculty and Staff Relations
Chuck Lieberman	Legislative Analyst's Office
Marilyn Cundiffe - Gee	Department of Finance
Paul Holmes	Senate Finance Committee
Pamela Spratlen	Assembly Ways and Means Committee
William Furry	Assembly Ways and Means Committee
Bill Whiteneck	Senate Education Committee
Curtis Richards	Assembly Education Committee
Glee Johnson	Senate Fiscal Committee
Murray Haberman	California Postsecondary Education Commission

Consultant Team Members

Steve Powlesland	Price Waterhouse
Kevin Bacon	Price Waterhouse
Denise Arend	Price Waterhouse
Stan Anderson	MGT of America
Kent Caruthers	MGT of America

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of January 1988, the Commissioners representing the general public are:

Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach, *Chairperson*
Henry Der, San Francisco
Seymour M. Farber, M.D., San Francisco
Lowell J. Paige, El Macero
Cruz Reynoso, Los Angeles, *Vice Chairperson*
Sharon N. Skog, Palo Alto
Thomas E. Stang, Los Angeles
Stephen P. Teale, M.D., Modesto

Representatives of the segments are:

Yori Wada, San Francisco; appointed by the Regents of the University of California

Claudia H. Hampton, Los Angeles; appointed by the Trustees of the California State University

Borgny Baird, Long Beach; appointed by the Board of Governors of the California Community Colleges

Harry Wugalter, Thousand Oaks; appointed by the Council for Private Postsecondary Educational Institutions

Kenneth L. Peters, Tarzana; appointed by the California State Board of Education

James B. Jamieson, San Luis Obispo; appointed by California's independent colleges and universities

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including Community Colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other state agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning,

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, the Commission's meetings are open to the public. Requests to address the Commission may be made by writing the Commission in advance or by submitting a request prior to the start of a meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, William H. Pickens, who is appointed by the Commission.

The Commission publishes and distributes without charge some 40 to 50 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514; telephone (916) 445-7933.

SIZE, GROWTH, AND COST OF ADMINISTRATION AT THE CALIFORNIA STATE UNIVERSITY

California Postsecondary Education Commission Report 88-7

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Other recent reports of the Commission include:

87-40 Final Approval of San Diego State University's Proposal to Construct a North County Center: A Report to the Governor and Legislature Supplementing the Commission's February 1987 Conditional Approval of the Center (November 1987)

87-41 Strengthening Transfer and Articulation Policies and Practices in California's Colleges and Universities: Progress Since 1985 and Suggestions for the Future (November 1987)

87-42 Faculty Development from a State Perspective: A Staff Report to the California Postsecondary Education Commission in Response to Supplementary Language in the 1986 Budget Act (November 1987)

87-43 Evaluation of the California Student Opportunity and Access Program (Cal-SOAP): A Report to the Legislature and Governor in Response to Senate Bill 800 (Chapter 1199, Statutes of 1983) (December 1987)

87-44 The State's Role in Promoting Quality in Private Postsecondary Education: A Staff Prospectus for the Commission's Review of the Private Postsecondary Education Act of 1977, as Amended (December 1987)

87-45 Comments and Recommendations on *The Consortium of the California State University: A Report:* A Response to Supplemental Language in the 1987 Budget Act Regarding the Closure of the Consortium (December 1987)

87-46 Developments in Community College Finance: A Staff Report to the California Postsecondary Education Commission (December 1987)

87-47 Proposed Construction of the Permanent Off-Campus Center of California State University, Hayward, in Concord: A Report to the Governor and Legislature in Response to a Request for Capital Funds from the California State University for a Permanent Off-Campus Center in Contra Costa County (December 1987)

87-48 Articulating Career Education Programs from High School Through Community College to the Baccalaureate Degree: A Report to the Governor, Legislature, and Educational Community in Response to Assembly Bill 3639 (Chapter 1138, Statutes of 1986) (December 1987)

87-49 Education Offered via Telecommunications: Trends, Issues, and State-Level Problems in Instructional Technology for Colleges and Universities (December 1987)

87-50 California Postsecondary Education Commission News, Number 3 [The third issue of the Commission's periodic newsletter] (December 1987)

88-1 Preparing for the Twenty-First Century: A Report on Higher Education in California, Requested by the Organization for Economic Cooperation and Development and Written by Clive P. Condren (February 1988)

88-2 Legislative Priorities of the Commission, 1988: A Report of the California Postsecondary Education Commission (February 1988)

88-3 The 1988-89 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (February 1988)

88-4 Budgeting Faculty Instructional Resources in the University of California: A Report to the Legislature in Response to Supplemental Language in the 1987-88 Budget Act (February 1988)

88-5 The Appropriations Limit and Education: Report of the Executive Director to the California Postsecondary Education Commission, February 8, 1988 (February 1988)

88-6 Comments on Educational Equity Plans of the Segments: A Staff Report on the Development of Plans by the State Department of Education, the California State University, and the University of California to Achieve the Educational Equity Goals of Assembly Concurrent Resolution 83 (1984) (February 1988)

Size, Cost, and Growth of Administration at the California State University

Report 88-7